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ABSTRACT

The document is a summary report of the provisions of Title V, Economic Opportunity Act, and the organization and implementation of subsequent programs. The Act was designed to expand the opportunities for constructive work experience and needed training for persons who were unable to support or care for themselves or their families. The document is divided into three parts. The first part covers background information--legislative history, administrative policies, the general nature and distribution of projects, problems encountered, and characteristics of the trainees. The second part discusses the social and economic effects of the programs--measuring the effectiveness and effects. The last part presents the implications of Title V. Four appendices outline the occupations participants were trained for, federal funds approved for Title V projects, Title V research studies, and the principal officials, 1964-69. (PT)

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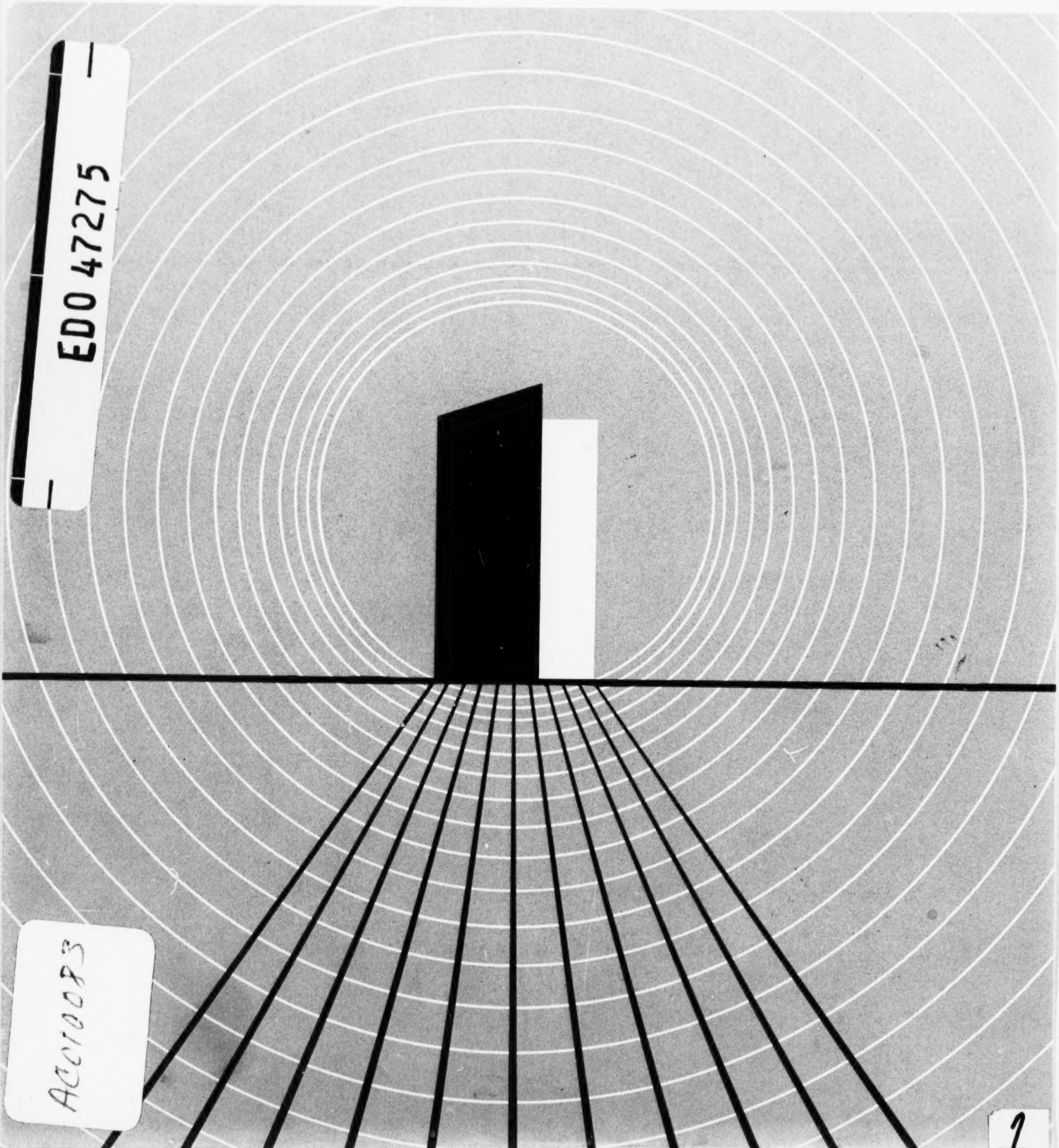
DOOR TO OPPORTUNITY



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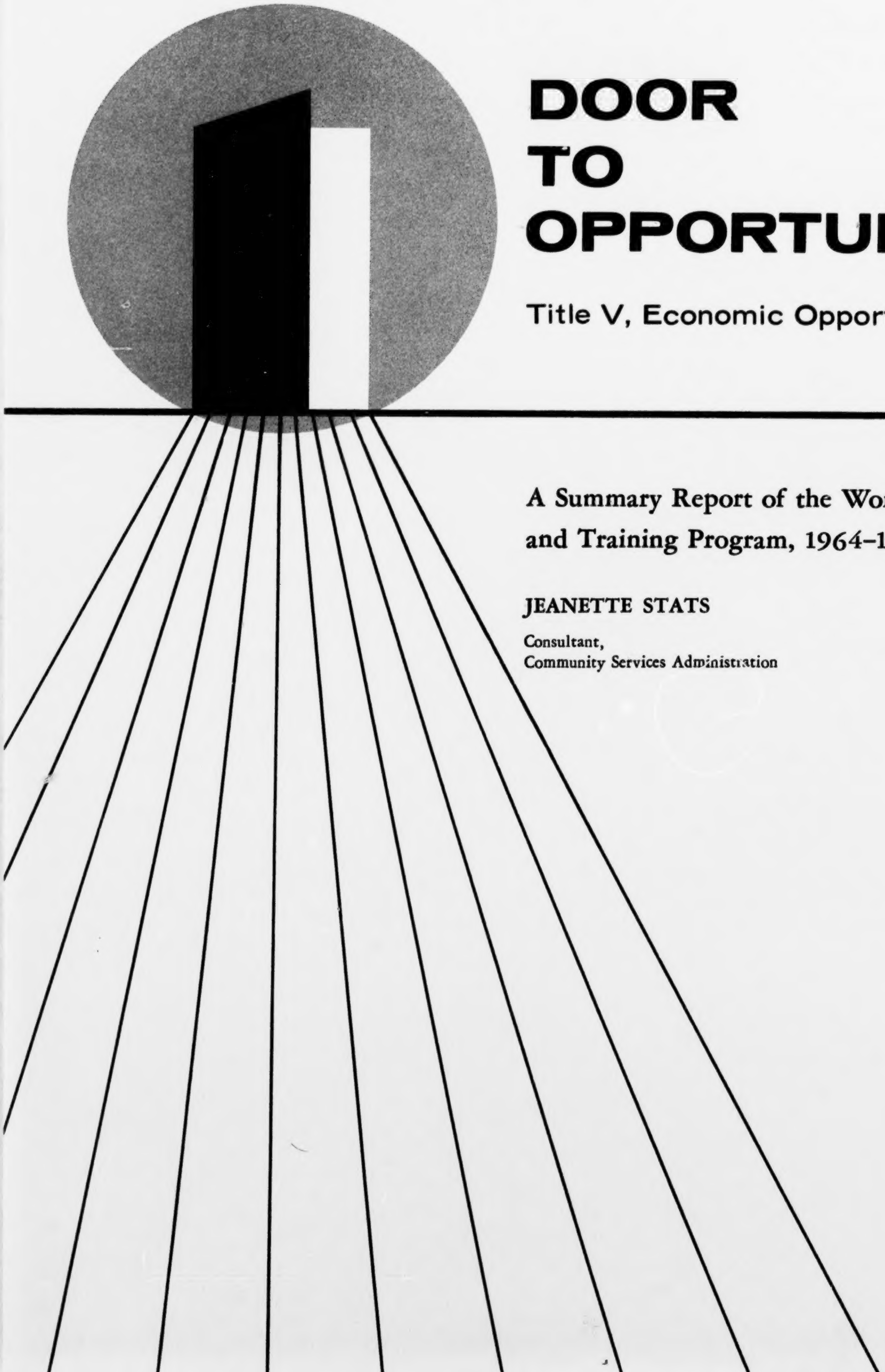
SOCIAL and
REHABILITATION SERVICE

COMMUNITY SERVICES ADMINISTRATION

1970

DISCRIMINATION PROHIBITED—Title VI of the Civil Rights Act of 1964 states: "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance." Therefore, the programs of the Community Services Administration like every program or activity receiving financial assistance from the Department of Health, Education, and Welfare, must be operated in compliance with this law.



DOOR TO OPPORTUNITY

Title V, Economic Opportunity Act

A Summary Report of the Work Experience and Training Program, 1964–1969.

JEANETTE STATS

Consultant,
Community Services Administration

foreword

THERE IS a growing consensus that the solutions to many of our social problems will be found when we achieve the fullest possible participation, by all segments of society, in the economic life of the Nation.

This is borne out by many recent Governmental actions focused on devising means by which those who are now out of the economic mainstream—the job market—can be brought in.

On August 13, 1969 President Richard M. Nixon sent a message on manpower training to the Congress of the United States. In it he said, "the Nation must have a manpower system that will enable each individual to take part in a sequence of activities—tailored to his unique needs—to prepare for and secure a good job."

In defining the goals of manpower training proposals, the President emphasized the importance of "discovering the potential in those people who are now considered unemployable, removing many of the barriers now blocking their way."

In September, 1969 a new organizational unit, the Community Services Administration, was established within the Social and Rehabilitation Service, DHEW, by transfer of staff from several units including the Division of Work and Training Programs from the Children's Bureau.

In his announcement of the organizational change, the Secretary of HEW, Robert H. Finch, "said, ... the new Community Services Administration will facilitate Federal-State-local coordination, the development of more effective ways of getting needed services to disadvantaged people, and community-wide planning and coordination of services. A major objective will be to achieve better means of evaluating the employment potential of AFDC recipients and of referring them for training and jobs."

In announcing the establishment of the new Community Services Administration we described the task before us in these words: "We must begin immediately to shift from a system which has concentrated on remedying defects and salvaging, to a system which concentrates on developing the potential of human beings, which involves full and effective participation of those who use the services in design, development and delivery, and which provides new and exciting work opportunities and careers for low income people including recipients of public assistance."

The experimental Work Experience and Training Program, operated under Title V of the Economic Opportunity Act, was a well rounded approach toward these objectives. The projects were designed according to the needs of the disadvantaged unemployed and how they could best be met through counseling and guidance, education (including basic literacy and high school equivalency), constructive work experience, vocational training, intensive casework services, job placement assistance, and related services.

It is hoped that this account of the Title V experience will be of value to those who are charged with the responsibility of carrying out the Presidential mandate.

February 1970

STEPHEN P. SIMONDS
Commissioner
Community Services Administration
SOCIAL and REHABILITATION SERVICE

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DOOR TO OPPORTUNITY

I. Background

LEGISLATIVE HISTORY

"OURS is a work-oriented society, and most Americans—including those on welfare—seek employment."[1] This statement of President Richard M. Nixon sums up the growing consensus in this Nation that the welfare recipient shares the aspirations, if not the advantages, of the more affluent society that surrounds him.

Closely linked to the realization that the poor can and will work if enabled to, is the conclusion of many social scientists that the key to solving the pervasive problems of poverty lies precisely in making it possible for the unemployed and underemployed poor to become participating members of the economy. Peter F. Drucker, an internationally known management consultant and teacher, recently said about our country,[2] "We achieved whatever success we had through making the poor productive."

These seemingly simple truisms represent the distillation of wisdom slowly and painfully gained. It found expression notably in the passage of title V of the Economic Opportunity Act of 1964. This work and training program, administered by the Department of Health, Education, and Welfare, was focused directly on "the poorest of the poor"—the recipients of public welfare, a group long felt by many people to be without the necessary motivation or capability to achieve independence.

Federal measures to deal with unemployment were begun as early as 1933. From 1933 to 1941 a variety of programs designed to provide work for the unemployed were created, such as the Work Progress (later Work Projects) Administration and Public Works Administration. The 8-year post-depression period was marked by general economic dislocation resulting in widespread unemployment which reached a peak of about 25 percent of the labor force.

The early Federal-State programs were largely concerned with putting men to work rather than giving the untrained poor the skills and motivation needed to find and keep jobs. Essential basic education, vocational training and work experience, medical and social services were not included in those programs as they are in many of the more recent federally aided efforts to improve the employability of the unemployed poor.

In 1941 the creation of a federally administered work program for the entire country was recommended by the National Resources Planning Board. Five years later, in 1946, Congress passed the Full Employment Act, which gave the Federal Government authority to guarantee full employment.

When, in 1958, the unemployment level reached 6.8 percent of the labor force (about 5 million people) Congress took further action, passing the Area Redevelopment Act in 1961. In 1962, amendments to the Social Security Act included authorization for the Community Work and Training Programs (sec. 409, title IV) and for demonstration projects in conjunction with federally assisted public assistance programs (sec. 1115, title XI). 1962 also saw the enactment of the Accelerated Public Works Program and the Manpower Development and Training Program. The Vocational Education Act was passed in 1963. The next major legislative step was the passage of the Economic Opportunity Act of 1964, which contained authority under title V for the Work Experience and Training Program.

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[1] Radio address, Oct. 8, 1968.

[2] "A Warning to the Rich White World," *Harper's Magazine*, December 1968.

The Community Work and Training Program under the 1962 Public Welfare Amendments to the Social Security Act (sec. 409, title IV) and the Work Experience and Training Program under title V of the Economic Opportunity Act of 1964 made possible a significant involvement of State public welfare departments in improving the employability of the Nation's unemployed poor. Both programs were placed under public welfare administration in recognition of the fact that other vocational training and employment programs had always largely bypassed public assistance recipients because many of these people needed much more than job training and placement service to solve their employment problems.

The purpose of the Community Work and Training Program was "conservation of work skills and the development of new skills for individuals who have attained the age of 18 and are receiving aid to families with dependent children, under conditions which are designed to assure protection of the health and welfare of such individuals and the dependent children involved."

Thus section 409 represented a historic departure from the old work relief concept. The new concept—the feasibility of training, educating and providing a full range of social services for potentially employable public welfare recipients—was affirmed in this landmark legislation.

However, there was no Federal financing provision for training under section 409, nor for supervision and equipment. Seeking to remedy the omission of these essential features, President John F. Kennedy, in his civil rights message of 1963, asked that "the public welfare work and training program which the Congress added last year be amended to provide Federal financing of the supervision and equipment costs of more Federal demonstration and training projects. . . ."

Acting upon the President's recommendation, Senator Abraham Ribicoff introduced Senate bill 1803, jointly sponsored by Senators Everett Dirksen, Kenneth Keating, Russell Long, Mike Mansfield, and Thruston Morton. The bill provided for assistance to States for experimental projects of work experience and training directed to the goal of securing and holding employment. In the House of Representatives, Congressman Cecil King introduced similar legislation, H.R. 7262. The basic intent and the essential features of these two bills were included in title V of the Economic Opportunity Act, Public Law 88–452, which was adopted on August 20, 1964.

The stated objective of title V of the Economic Opportunity Act was "to expand the opportunities for constructive work experience and other needed training available to persons who are unable to support or care for themselves or their families, so as to stimulate the adoption of programs designed to help unemployed fathers and other needy persons to secure and retain employment or to attain or retain capability for self-support or personal independence. . . ."

The administration of the title V program was delegated on October 23, 1964, to the Secretary of Health, Education, and Welfare by the Director of the Office of Economic Opportunity, who was authorized "to transfer funds appropriated or allocated to carry out the purposes" of title V through "experimental, pilot, or demonstration projects. . . ." Up to 100 percent Federal financing was granted to State and local welfare departments.[3]

The Secretary of Health, Education, and Welfare placed responsibility for the new program on the Commissioner of Welfare, head of the Welfare Administration. An Office of Special Services was established within the Bureau of Family Services of the Welfare Administration (the office is now the Division of Work and Training Programs, Children's Bureau, Social and Rehabilitation Service.) Mr. Andrew R. N. Truelson was named Bureau Assistant Director for Special Services.

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[3] As of July 1, 1968, a ratio of 80 percent Federal to 20 percent State funding was begun under the provisions of the 1966 Economic Opportunity Act amendments.

In a report made on March 24, 1965,[4] Mr. Truelson said, "The language of title V clearly relates to the experimental, pilot, or demonstration projects under section 1115 of the 1962 Public Welfare Amendments to the Social Security Act. One purpose of these projects was to encourage States to develop imaginative and original methods of promoting the objectives of the public assistance programs, and to provide constructive aid to individuals and their families in their effort to become self-supporting."

He further described the basic objectives of title V in this report as being "directed toward enabling individuals to be as fully supportive as possible of their families through the development or preservation of good work habits and attitudes, the conservation of work skills already possessed by whatever means are available, and the development of new skills through the use of existing facilities. Training can profitably cover such needs as basic literacy courses . . . instruction in simple arithmetic, instruction in the need for employee cooperation on the job, and importance of good relations with the employer."

Thirteen States had set up community work and training programs under section 409 of the Social Security Act but only a few programs had done much training per se because of the lack of Federal funds for this purpose.

Through title V most of the community work and training programs were augmented with education, training, and supportive services.

In 1966, amendments to title V of the Economic Opportunity Act and the Manpower Development and Training Act directed that greater emphasis be placed on strengthening vocational training, job development and placement and work experience activities of title V projects. In early 1967, arrangements were worked out between the Department of Health, Education, and Welfare and the Department of Labor to implement these amendments.

After 2 years' experience in the administration of the title V demonstration projects, the President's budget message, submitted to Congress in January 1967, contained a reduced appropriation request for fiscal year 1968 predicated on a decision to terminate the program on June 30, 1969. Title V was to be gradually replaced by an expanded work-training program under amendments to the Social Security Act provisions for aid to families with dependent children.

In H.R. 12080, as introduced by Congressmen Wilbur Mills and John Byrnes, responsibility for establishing community work and training programs was placed in welfare agencies and it was required that programs be established in every area of a State where there were significant numbers of AFDC families. It was proposed that Federal matching funds to the extent of 75 percent (85 percent prior to July 1, 1969) be provided for training, supervision, and materials. The bill passed the House on August 17, 1967, without significant amendments. Provisions included authorization to State public welfare agencies to purchase with Federal aid testing, counseling, and other manpower services from State employment service agencies.

Following the public hearings, the Senate Finance Committee held executive sessions and filed its report on November 14, 1967. The Committee modified the public welfare provisions by proposing a comprehensive work incentive program with the manpower activities to be administered by the Department of Labor and supportive services by the Department of Health, Education, and Welfare. The assignment of work-training services in the AFDC program to the Department of Labor was proposed on the premise that all Federal manpower programs should be located in the Department of Labor in order to gain maximum utilization of the testing, counseling, recruiting and other employment services of the Department.

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[4] Delivered at New Orleans to the Southwest Regional Conference of the American Public Welfare Association.

The conferees for the Senate and House met December 4–7, 1967, and adopted the basic Senate provisions for a work incentive program. After approval of the Conference Report by the House and Senate, the President signed the Social Security Amendments of 1967, (Public Law 90–248) on January 2, 1968.

The new work incentive program was made mandatory as of July 1, 1968, except in any State prevented by State statute from complying, and mandatory in all States by July 1, 1969.

State and local public welfare agencies are responsible for providing prereferral services, the making of referrals, and the provision of essential services, including medical examinations and child care, where needed in support of the manpower activities.

The amendments directed that the Community Work and Training Program that had been established under section 409 in 13 States be discontinued on June 30, 1968.

The phasing out of the title V program was reflected in the decreased allocations of funds from $100 million in fiscal year 1967 to $45 million for fiscal year 1968 and $10 million for 1969. Many title V projects have already been phased into the new WIN program. Generally, the remaining projects are in the 16 States that have legal barriers to entering the WIN program. These title V projects have been funded through June 30, 1969.

An orderly transition between the existing title V program and the new WIN program is essential in order to provide for the absorption of title V public assistance trainees into the new program, and for maximum utilization of the experienced title V staff.

ADMINISTRATIVE POLICIES

Federal responsibility for the administration of work experience and training programs was assigned to the Welfare Administration[5] of the Department of Health, Education, and Welfare.

Several basic concepts were emphasized in administering title V. Among them:

1. The projects were to be designed to serve as demonstrations of methods to improve employability which could be incorporated into ongoing welfare programs.

2. They were to be directed primarily at underemployed and unemployable adults. State and local welfare agencies included AFDC recipients and other low-income persons in their title V projects. Participation by AFDC mothers was voluntary. In some States participation by unemployed fathers was required. Most States used title V funds to supplement the income of trainees, whatever its source (wages, assistance payments, etc.) up to the level of full budgeted need as defined by the State (see p. 19).

3. High priority was to be given to projects which were coordinated with other government and community efforts to exert a substantial impact on poverty.

4. Projects were to work toward a flexible "package" combining all the services needed to assist multiproblem families. With such a range of services available the various needs of individual trainees could be met.

The authorization of 100 percent Federal financing for approved projects during the first years of operation proved to be a powerful stimulus to States which could not afford new programs. During the final year of title V, Federal financial participation was generally limited to 80 percent. With the exception of Alabama, all States participated.

Pursuant to the 1966 amendments to title V of the Economic Opportunity Act and the Manpower Development and Training Act, from July 1, 1967, to June 30, 1969, the Department of Labor provided training, job development, and placement services for 67 projects at a cost of about $3.6 million of title V funds. Since there were very few new projects approved after July 1, 1967, the Departments of Labor and HEW directed particular attention to improving approved projects, especially at the time they came up for renewal. The two Departments made joint evaluations with the goal of having projects that would:

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[5] Absorbed into the Social and Rehabilitation Service, DHEW, under the 1967 reorganization.

1. provide the necessary social services under the direction of HEW to help meet the problems of family life and health that make it difficult to get and hold jobs; and

2. provide manpower services under the direction of the Department of Labor, including testing, counseling services, job development, referral, on- or off-the-job training, work experience, and, where necessary, relocation assistance.

The Bateman rating system (see page 13) was frequently used in bringing about decisions on what the Department of Labor input should be on projects being renewed. The decision was made at the Office of the Secretary level of the two Departments that where projects up for renewal were being restructured pursuant to the 1966 amendments, the Work Experience and Training specialist positions and other manpower classifications, whether filled or not, would be transferred to the Department of Labor jurisdiction.

Other agreements reached were the following: The employment counselor, in consultation with the social worker, and under the supervision of the project director, would have the primary responsibility for managing the employability plan, for moving the trainee through various resources, and for developing necessary resources to carry out the plan. Special problems of absenteeism, lack of motivation, etc., would be the responsibility of the social worker utilizing group services, casework, counseling, family budgeting, housekeeping and similar services to back up the trainee in his rehabilitation progress.

THE PROJECTS

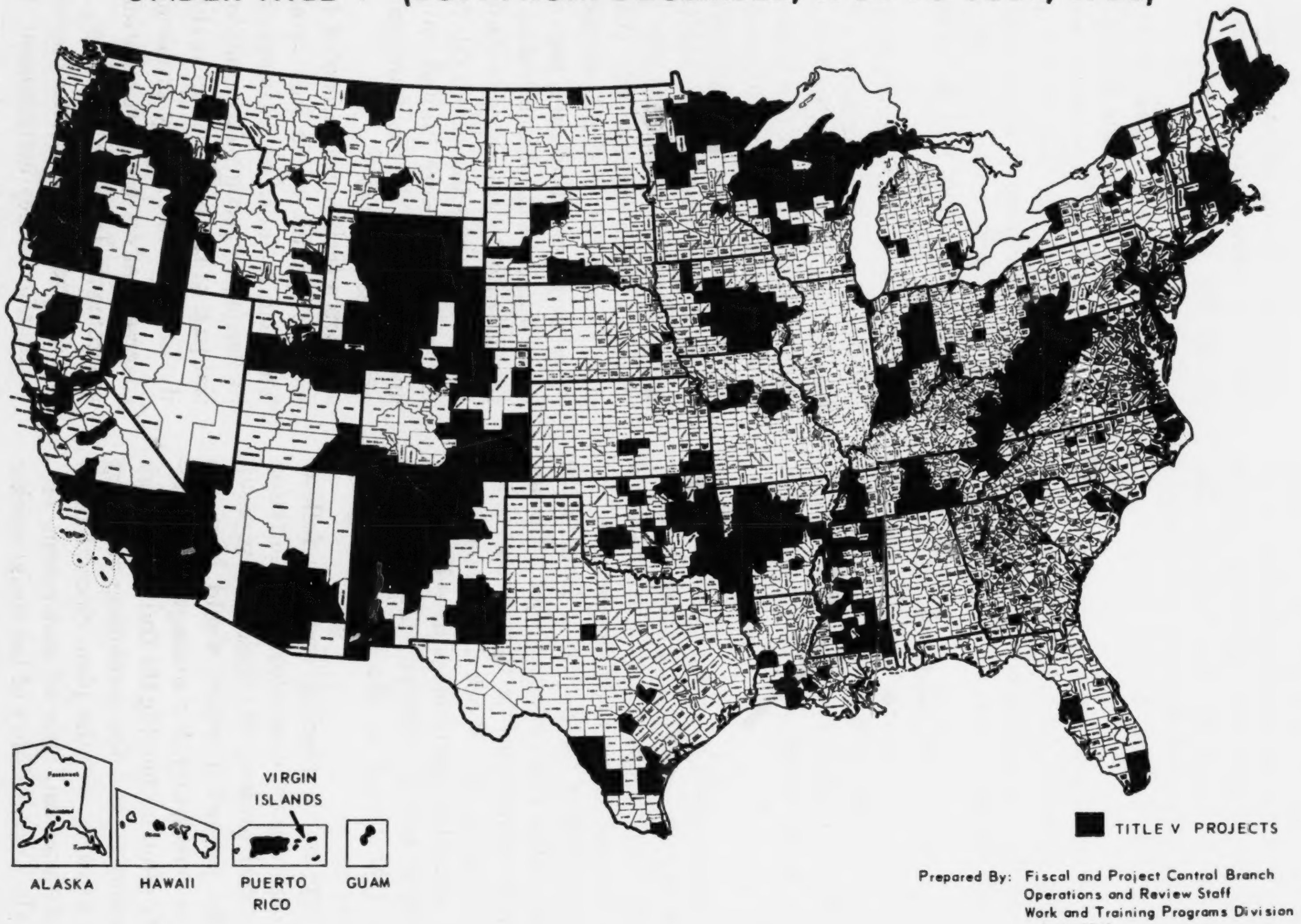
A total of 344 projects were established under title V (see appendix for location and amounts of grants). About 228,000 persons were enrolled for an average period of 7 months. The Federal grants for the projects totaled approximately $370 million.

The program accepted unemployed parents and other needy persons without regard to educational attainment or work history and provided the services they needed to prepare them for the labor force. A highly individualized and flexible program of integrated vocational instruction, training, and social services was the goal.

The projects were administered by State and local public welfare agencies with the cooperation of the Department of Labor and with the maximum possible use of community resources. Projects provided basic education for functional illiterates; high school equivalency; work experience (for good work habits); vocational instruction (for new skills); motivational counseling; income maintenance (based on family size); remedial medical services; supportive social services (child care, personal and family counseling, etc.); job orientation and job placement. Training was keyed to the local labor market. Occupations and skill levels for which training was given were limited only by the needs and resources of the community and the abilities of project trainees.

When a trainee was accepted for assignment, an employability plan was developed for him. The plan included an estimate of what services he needed to become fully employed. An essential part of the plan was an analysis of his family situation to identify problems which might adversely affect his participation in a title V assignment. In some instances, a homemaker was assigned to teach better housekeeping, childrearing, or money-management. Where needed, day care for children and remedial medical care were provided. Counseling was given for marital, parent-child, or other behavioral or personal problems.

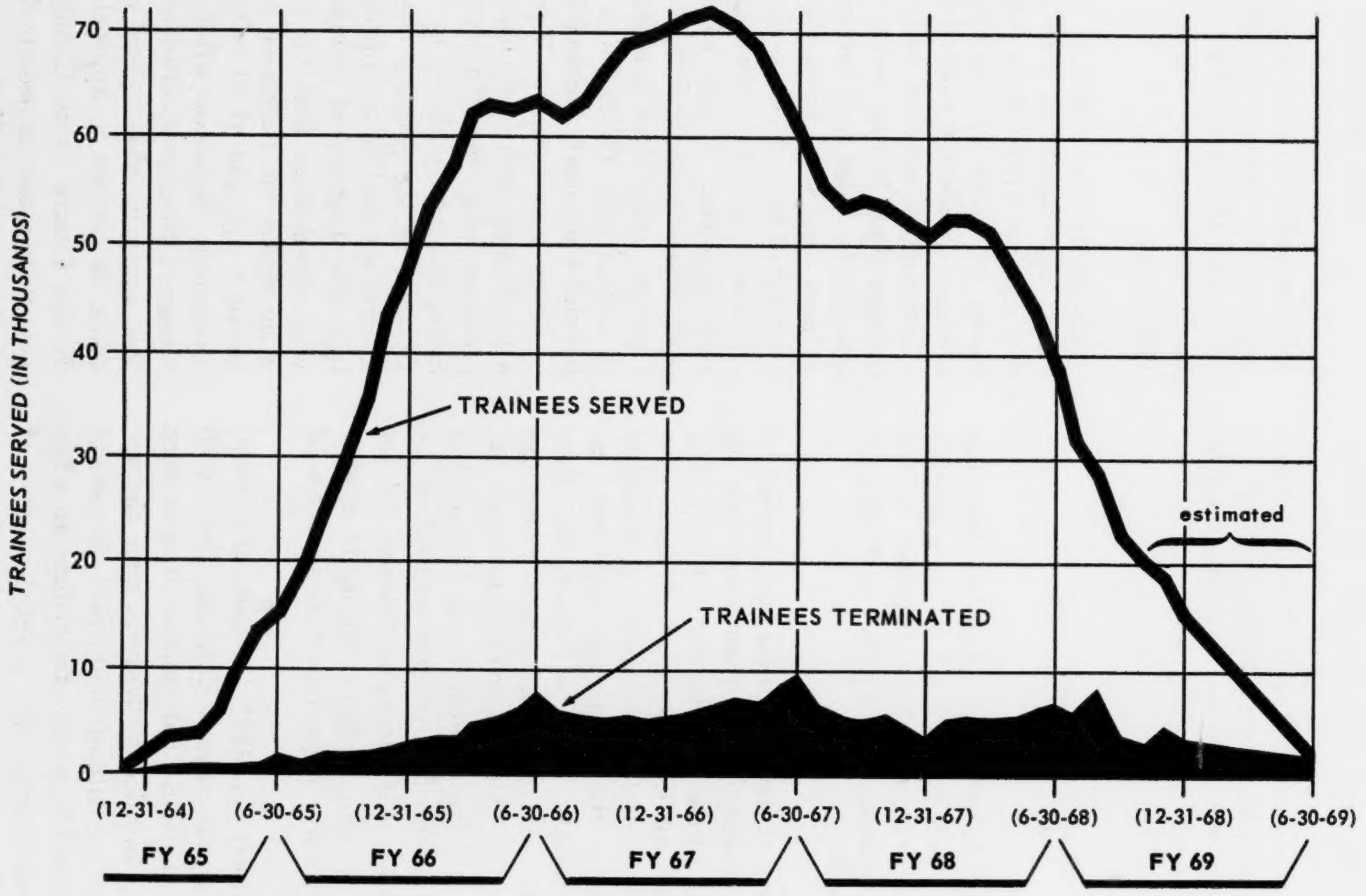
LOCATION OF WORK EXPERIENCE AND TRAINING PROJECTS UNDER TITLE V (EOA FROM DECEMBER, 1964 TO JULY, 1968)



■ TITLE V PROJECTS

Prepared By: Fiscal and Project Control Branch
Operations and Review Staff
Work and Training Programs Division
July 3, 1968

PROFILE OF MONTHLY OPERATIONAL LEVEL OF TITLE V WORK EXPERIENCE AND TRAINING PROGRAM, DECEMBER 1964 - JUNE 1969



Trainees were provided any combination of services deemed essential by caseworkers and employment counselors to improving employability. Upon completion of his assignment, the trainee should have had sufficient education, work-experience and training in a specific occupation and have had personal, financial, legal, and family problems ameliorated to the extent that he would be able to find and keep employment to maintain his family in dignity.

THE PROBLEMS

In several functions of administration, the title V program encountered severe problems which hindered total accomplishment of the program's mission. Some of these problems are discussed below:

Assignment of trainees. In the early period of the title V program, there was considerable lag in bringing projects up to full capacity. For example, during the first part of fiscal year 1965, many projects were operating about 30 percent below their expected minimum capacity. Some of the delay occurred because time was needed by the welfare agencies for planning of projects in order to coordinate work experience, adult basic education, and vocational instruction. It should be pointed out that, unlike some other Federal programs, this one did not provide for planning grants. The agencies were expected to move right into the operation of projects.

In mid fiscal year 1965, the Federal Government placed into effect a formula whereby 20 percent of the estimated number of slots were expected to be filled by 30 days from the approved starting date of the project, 50 percent by 60 days, and 90 percent by 90 days. In a few instances, extensions were granted in view of extenuating circumstances. Although some State and local welfare officials were critical of the Federal formula to accelerate the assignment of trainees, the application of the formula and provision of special technical assistance to projects having difficulty in filling slots resulted in progressive improvement in assignment of trainees.

By April 1967, 90 percent of the total estimated slots for all title V projects were filled. A 90-percent level was thought to be about the optimum. It was not expected that a project would have all slots filled at all times, since there would be constant turnover and seasonal fluctuations.

Absenteeism. In many of the projects there was a high degree of absenteeism among the participants. Although in some projects absenteeism was very well controlled, in others it averaged for about one-third of the participants 30 percent or more of their scheduled work-training time. In some areas of the country an absenteeism habit had developed among many welfare recipients from their experience on work relief projects. In some work relief projects that involved the working out of the assistance payment, it was common practice to permit absenteeism with the understanding that a person would have to make up the lost time at a later date. Often there was no followup to require persons to make up lost time.

Absenteeism from title V projects, except for a good cause such as verified illness or family problems requiring the trainee's presence at home, was not condoned by title V personnel. In some of the projects demonstrations were carried out dealing with problems of absenteeism. The District of Columbia project dealt with absenteeism first by a plan calling for withholding the assistance check of a trainee absent 3 days out of 10 except for good cause. Eventually, there was withholding for 1 day's absence without good cause in 10 days. Through this approach absenteeism was reduced from about 20 percent to approximately 5 percent. In the Contra Costa County, Calif., project, personnel made immediate followup visits to the homes of title V absentees to find out why they were absent, and to assist in getting the person back on the project as quickly as possible. These visits were made within 24 hours from the time the person failed to show up, and this was found to be a very effective way of holding absenteeism down. A study of the Cuyahoga (County (Ohio) Welfare Department, however, concluded that "a particular pat procedure for dealing with situations of absenteeism on the title V work experience program was not possible due to the individuality and complexity of each situation."

Reviews and evaluations. Prior to July 1, 1967, when the Department of Labor became involved in the title V program under the 1966 Economic Opportunity Act Amendments, HEW vested primary responsibility for title V reviews and evaluations in its regional staffs. Shortages in regional staffing resulted in inadequate evaluating and monitoring by HEW. For example, in one HEW region covering five States, there were never more than one or two title V representatives to review and evaluate some 25 projects. Furthermore, the demands for technical assistance from the regional representatives were such that they could give only part of their time to evaluation and monitoring. Similarly, pressures of other duties prevented adequate program evaluation by title V personnel in some States. While Federal and State title V officials were keenly aware of shortages of staff for adequate evaluation and monitoring, both considered it not proper to recruit additional staff for a program which was coming to an end on June 30, 1969.

Project information. Federal guidelines provided that State and local project officials would accumulate information on new and terminated trainees and prepare statistical and financial reports related to individual projects. Most of the data was sent in the form of punchcards to the Office of Economic Opportunity Data Support Branch to enable analyses through the use of computers, and the resulting printouts were forwarded to the HEW title V program staff. Many problems were encountered in establishing a computerized system. Special attention was directed to identifying the reasons for inadequate reporting by the projects and to taking corrective action. The data processing operations were reprogramed and arrangements made for more timely submission of data by State officials. After these measures were taken, it was possible to share information relatively quickly with State and local project officials, to point out problem areas warranting further study or immediate action. The Federal guidelines for the WIN program provide for the sharing of computerized data with State agencies and for a feedback of material to officials at all program levels.

Cooperative relationships and communication. Dr. Sar A. Levitan of George Washington University, reporting to the House Committee on Education and Labor on July 12, 1967, concerning an evaluation of title V, said:

> **State and local welfare agencies . . . were ill prepared . . . had little or no experience with training or placement and awareness of labor market operations . . . (and welfare officials) seemed to take the position that their activities constituted a separate universe from other manpower and antipoverty programs and that they had little to learn from other agencies.**[6]

In the course of developing the title V program, some public welfare officials agreed with Dr. Levitan's observation. By themselves, public welfare agencies are ill-equipped to train and place public assistance clients. The title V program, therefore, strove for maximum utilization of existing community resources; this was one of the program requirements. The projects were to involve, either as sponsors or to provide services, the employment service, health agencies, private social agencies, Community Action agencies, civic groups, schools, etc. Involvement in the title V program of other agencies and organizations is reflected by the non-Federal contributions of approximately $50 million (other than public welfare funds) in the operations of the projects.

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[6] Economic Opportunity Act Amendments of 1967: Hearings . . . Part 3, p. 1670 ff. Washington: U.S. Government Printing Office, 1967.

Thus, while many problems were encountered in bringing together so many different agencies and individuals to serve title V trainees, many projects succeeded to a notable degree in this effort (see pages 16 to 20).

CHARACTERISTICS OF THE TRAINEES

Perhaps no other factor influenced the nature of the title V programs more than the people it served. It was designed for actual and potential public welfare recipients.

The obstacles to improved capability for employment are, for most public welfare recipients, formidable. In his report of June 6, 1967, to the Senate Subcommittee on Employment, Manpower, and Poverty, former Assistant Secretary William Gorham of DHEW summarized them as:

> The maldistribution of workers in relation to jobs
> Lack of occupational skills and job experience
> Lack of basic education requirements for jobs
> Poor attitudes toward self and work
> Health and medical problems
> Lack of child care services
> Police and bad debt records
> Lack of income.

The following data describe some of the external and measurable characteristics of the title V constituency.[7]

Age Distribution	percent
20 and under	4.0
21 to 39	65.9
40 to 49	20.9
50 to 64	9.1
65 and over	.1

Sex Distribution

Male	45
Female	55

	percent
Head of Household	91.8

Marital Status

Single (never married)	15.7
Married (including stable, nonlegal union)	38.9
Other (separated, deserted, widowed)	45.4

Race or Ethnic Group

White (other than Mexican American)	44.0
Negro	43.4
Mexican American	6.2
Island Puerto Rican or Virgin Islander	3.2
American Indian	3.1
Oriental	.1

Employment History

Was the trainee ever continuously employed for 6 months or more?

No—32.8 percent; Yes—67.2 percent.

Employment Status Immediately Prior to Title V Assignment

	percent
Total unemployed	95.1
Never worked	14.6
Unemployed 1 year or more	34.9
over 36 months	20.4
19 to 36 months	8.0
1 year through 18 months	6.5
Unemployed less than 1 year	45.6
27 up to 52 weeks	11.9
15 to 26 weeks	10.5
5 to 14 weeks	12.9
5 weeks or less	10.3
Employed (underemployed): at time of assignment	4.9

Education

Trainees assigned during the period February 1, 1968, through October 31, 1968:

	percent
No education	2.0
1st–4th grades	9.9
5th grade	4.0
6th–7th grades	11.9
8th grade	13.6
Below high school level	41.4
9th–11th grades	34.8
12th grade	21.6
1st–3d year college	2.1
4th year college	.1
Postgraduate	0
9th grade and above	58.6

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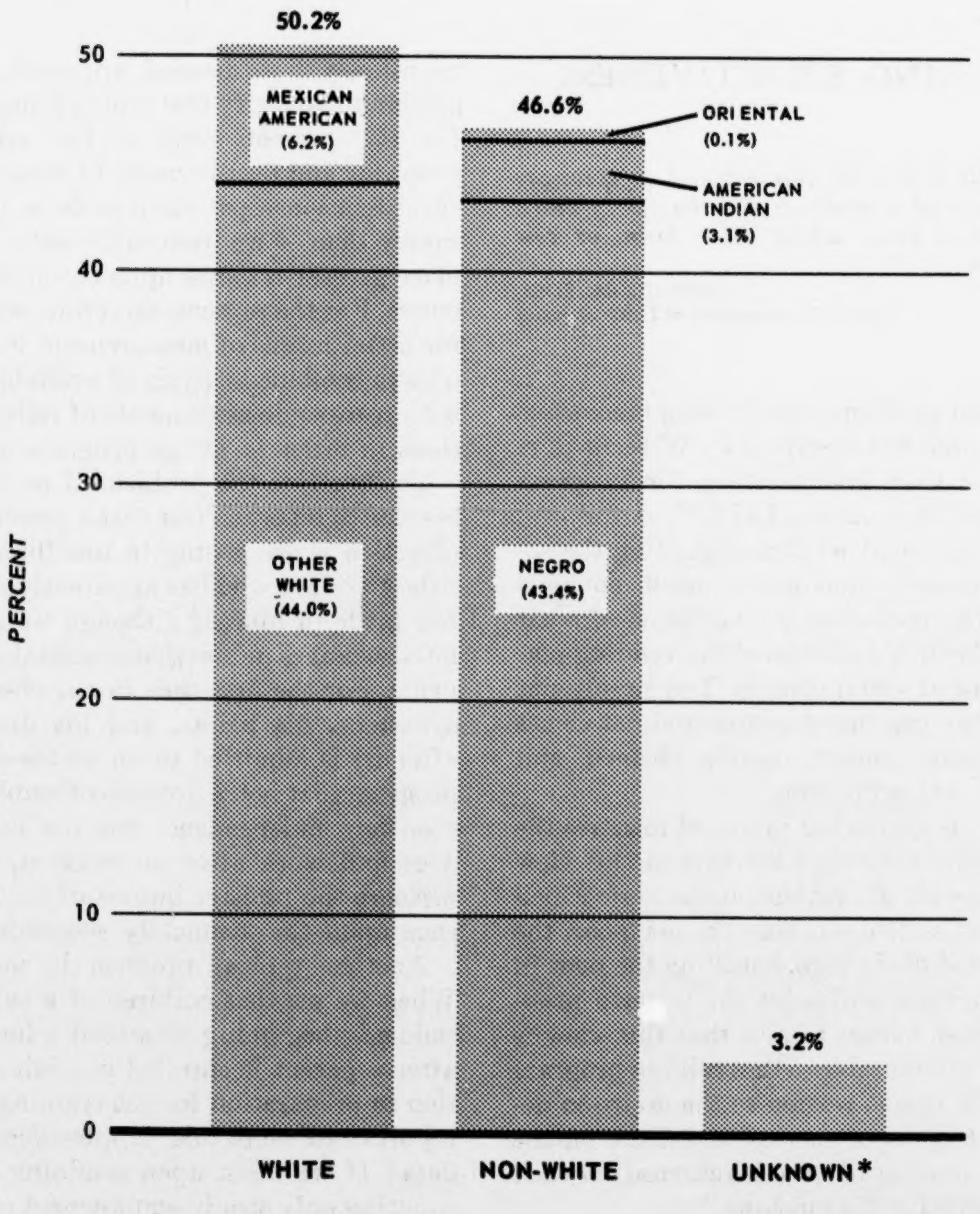
[7] Data for fiscal 1967, the peak year of title V.

RACE/ETHNIC COMPOSITION OF TITLE V TRAINEES



*Island Puerto Rican and Virgin Islanders - race unknown

II. The Social and Economic Effects

MEASURING EFFECTIVENESS

"THE trouble is that the unmeasured, or unmeasurable, aspects of a problem may be vastly more important than those which have been, or can be, measured . . ."

ARTHUR M. ROSS,
Former Commissioner of Labor Statistics

An inherent problem in evaluating innovative social programs was described by William Gorham, former Assistant Secretary for Program Planning and Evaluation, DHEW, as follows:

"The conventional wisdom regarding the solution to poverty among the adult nonaged groups in the population is a variation of what Secretary Gardner has termed the vending machine concept of social change. You simply put a nickel in the training machine and out comes the production worker, neatly cleaned and pressed and self-supporting.

"Economists and other practical men are the most notoriously strong adherents of this view . . . there is a certain tidiness in the logic which observes that skilled workers are not poor, the poor are not skilled; ergo, enrolling the poor in MDTA programs will solve the poverty problem. One must hasten to add that this view is not entirely attributable to the training program syndrome; it is also related to the desire to declare an enterprise a success or failure on the basis of the number of nickels returned for each nickel deposited in the machine."

This all too familiar view has been an important handicap in evaluating accurately the successes or failures of social programs. Because of it we tend to discount the view of the "reasonable man," a central figure in our common law, and favor that of the "practical man" with his relentlessly hard-headed approach. The compulsion to quantify that which is unquantifiable (in the present state of the art of social prophecy and measurement of social cause-and-effect relationships) often leads us to more inaccuracy than if we were sufficiently confident to place greater reliance upon the evidence of our senses. For the present, therefore, while waiting for better means of measurement, it would seem wise to combine analysis of available hard data with reasonable assessments of reliable observations in order to gauge program effectiveness.

To illustrate the problem of evaluation: We hesitate to report as fact that a prescribed course of action is succeeding in instilling pride in a title V trainee who has apparently never before felt pride in himself although we can see dramatic changes in him that unmistakably express pride. For the first time in our observation his demeanor, his habits, and his dress improve after he is admitted to an on-the-job training program that holds promise of employment and economic independence for his family. If he does find work after an interval, how do we measure the positive impact of his first experience upon the ultimately successful outcome?

Another typical problem in measurement: When we see that children of a title V trainee suddenly beginning to attend school regularly after a parent is enrolled in adult basic education in preparation for job training, how do we report or measure this "ripple-effect" with hard data? If we insist upon confining ourselves to counting only steady employment of the parent as provable success, do we not seriously distort our findings?

The difficulties in evaluating social program effectiveness imposed by the "vending machine concept" are compounded by the innovative characteristics of the title V programs. Among them: Title V was the first major Federal work-training program for the heads of current or potential public assistance households; it was the first work training program that endeavored to treat, insofar as was practicable, all of the trainee's social, medical, educational, and vocational handicaps, as well as his family situation where it contributed to his lack of employment; and finally, the program had several objectives—such as improving the capability for employment and the strengthening of family life—and not solely the relatively easily measurable objective of employment.

Given these facts of innovation plus multiple objectives, establishing baseline data against which precise measurements of effectiveness can be made is a task of enormous complexity. Put more simply: What does one measure against if the program being measured has not been attempted before? Or, how much weight can accurately be assigned to the side benefits for the family when economic independence becomes an achievable goal for the first time?

Julius Horwitz quotes a Negro man he met in a New York welfare office[8] as to the effect of parents' employment on the family: ". . . With parents that work, the kids are different, they look different, they think different, they see things ahead of them, they're moving toward something real in this world."

We have, as yet, no means to measure this effect.

Still another factor makes hard and fast judgments of these programs suspect: the almost infinite range of geographic, economic, and attitudinal variations to be found among the 344 projects operated under title V. For example, an employment rate that might be deemed successful for a program operating in the Mississippi Delta would be regarded as a failure in a low unemployment, highly industrialized New England area.

According to Dr. C. Worth Bateman, former DHEW Deputy Assistant Secretary for Planning and Evaluation,[9] "Factors contributing to differences in the relative effectiveness of individual projects are: (1) The location of the project; (2) the characteristics of the trainees served; (3) the availability of services in relation to requirements; and (4) the skill with which these services are organized to accomplish the mission."

To illustrate some of the variable factors, Dr. Bateman compared a large rural project operating in an economically depressed 19-county area in eastern Kentucky with two projects operating in the urban settings of Cleveland, Ohio, and St. Paul, Minn. (see table).

Dr. Bateman has developed a rating system for identifying the relative success of selected title V projects. He has described its development thus: "Having identified projects operating under similar economic conditions and serving trainees with similar characteristics, a set of effectiveness measures was needed in order to rate the success of projects in achieving certain program objectives. Four such measures were selected: the employment rate of trainees, the occupational distribution of employed trainees, the average wage of employed trainees, and the proportion of trainees who went on to other training programs."

This must be considered one of the best rating systems available, yet it must still confine itself to projects which have sufficiently similar characteristics to make them comparable, and must further be limited to assessing only those of the program's objectives that yield to quantifying. (The system is being further developed in the new WIN program.)

The value of such measurements as an aid to administrators and legislators who must make decisions is not questioned, but sole reliance on such data is. Accordingly, this report will include data available on measurable aspects of the title V programs along with examples and case histories to describe title V's more subtle and pervasive effects: those that may defy measurement but are nonetheless essential to an accurate evaluation.

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[8] "A Portrait of New York's Welfare Population," *New York Times Magazine*, Jan. 26, 1969.

[9] "Assessing Program Effectiveness," *Welfare in Review*, January–February 1968.

SELECTED DATA ON TITLE V TERMINEES IN CLEVELAND, EASTERN KENTUCKY, AND ST. PAUL PROJECTS

	Cleveland	Eastern Kentucky	St. Paul
Total terminations to Sept. 1966	1,613	1,936	[1] 471
Employment			
Total terminees employed	734	640	330
Percent employed	45. 5	33. 1	70. 1
Local labor market conditions			
Unemployment rate (percent)	[2] 2. 8–3. 5	[3] 7. 2–31. 4	2. 0
Participant characteristics [4]			
Percent male	71. 6	100. 0	100. 0
Percent white	20. 0	99. 5	87. 9
Average age	36 (male) 31 (female)	39	35
Services			
Percent in adult basic education	22. 5	86. 0	13. 5
Percent in high school equivalency	12. 5	8. 0	33. 0
Percent in vocational instruction	25. 5	2. 5	63. 5
Average health expenditures per case month	$10. 46	$7. 17	$6. 18
Total day care expenditures	$70,537	0	0

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[1] For period Oct. 1, 1965, to Oct. 31, 1966. Includes only unemployed male heads of families not receiving AFDC.

[2] Range from low of 2.8 percent unemployment rate in April 1965 to high of 3.5 percent in July 1966.

[3] 1966 annual average unemployment rates for 19 eastern Kentucky counties:

Bell	15.5	Letcher	11.4	Morgan	8.0
Breathitt	31.3	Knott	18.3	Owsley	31.4
Clay	15.6	Harlan	12.6	Perry	18.3
Floyd	14.2	Knox	20.7	Pike	14.5
Elliott	n.a.	Magoffin	23.9	Wolfe	18.3
Jackson	7.2	Manifee	7.5		
Leslie	29.4	Martin	20.4		

[4] Data on participant characteristics and services derived on basis of average number enrolled: (1) in Cleveland project, from Mar. 1, 1965, to Aug. 31, 1966; (2) in eastern Kentucky project, from July 1, 1966, to Dec. 31, 1966; (3) in St. Paul project, from Oct. 1, 1965, to Oct. 31, 1966.

THE EFFECTS

"I'D like to see the welfare center a place of hope, where people get excited about the changes that are going to take place in their lives and not sit the way I see them do, like they've been dead for 10 years. Welfare should be the starting place for people, not the end." [10]

MRS. TONICE WESTON
Welfare recipient, widowed and expectant mother

Introduction

The title V programs gave public welfare agencies a greatly enlarged capability for applied research. The flexibility afforded by the Federal funding of up to 100 percent of costs plus the encouragement of innovation, experimentation, and demonstration, stimulated public welfare personnel to put forward imaginative efforts to achieve the programs' major objectives—improved capability for employment and independence.

As the caseworker began to consider his clients in terms of their possible potential for employability and greater independence, knowing that he had the means to deal with many of the problems presented, he could begin to see possibilities he had hardly been aware of formerly. The recipient's response, in many instances, was also altered by this new apperception of himself as capable of learning, of earning and of joining the mainstream of society.

The title V programs produced abundant evidence that to consign welfare recipients generally to lifelong dependency is mistaken and unnecessary. Only for those recipients too young, too old, or too ill to work is employment an unrealistic objective.

The influence of the programs was not limited to public welfare agencies and recipients. Its galvanizing effects reached into the wider community. As the economic benefits resulting from the transformation of "tax-users into taxpayers" began to be noticed, public interest quickened. Favorable reaction (a rarity for public welfare efforts) followed the publication of stories of recipients who were able to get and keep responsible jobs after training and counseling.

The General Accounting Office, after studying 10 title V projects, summarized their findings,[11] in part, as follows:

1. **In summary, since the program provided work experience and training to many needy persons and helped them obtain employment and assume more economically gainful roles in society, the extent to which the program was achieving its objectives is, on balance, considered reasonable.**

2. **In terms of tangible results, there is room for mixed views of the work experience and training program. The percentage of participants who obtained employment upon completion or termination of their training, while not overly large, is not discouraging considering the educational, employment, and social handicaps of the participants. We found, however, that some of the participants left the program shortly after commencement of training to accept employment obtained through their own efforts. Although the program claims credit for such employment, its role was generally of a limited nature.**

3. **From a more positive viewpoint, the number of participants who were able to detach themselves from the welfare rolls or to have**

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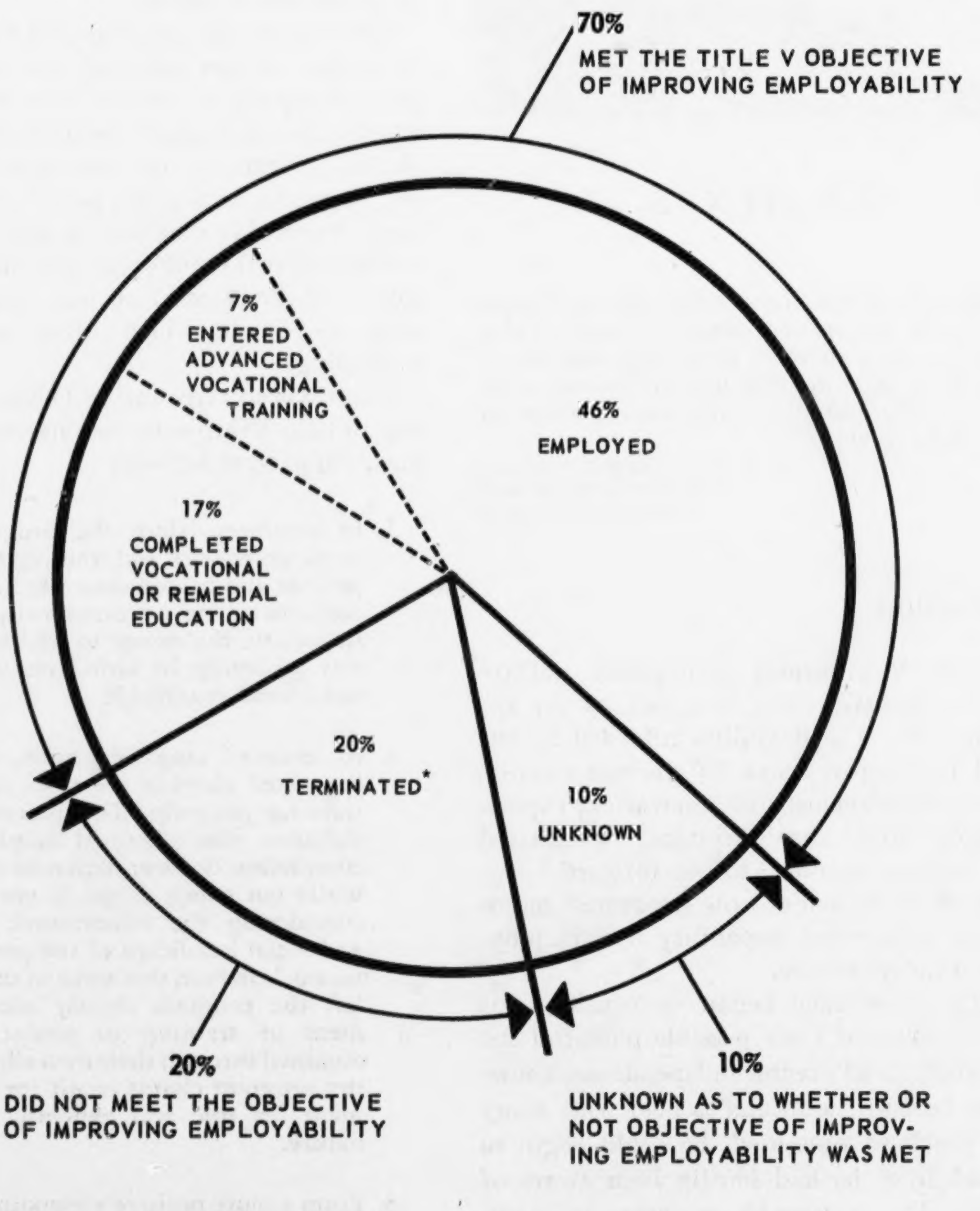
[10] Quoted by Julius Horwitz, "A Portrait of New York's Welfare Population," *New York Times Magazine*, Jan. 26, 1969.

[11] Report to the Congress (B-130515), Review of Economic Opportunity Programs, Mar. 18, 1969.

STATUS OF 185,000 TITLE V TRAINEES TERMINATED BY JUNE 30, 1968



*Terminated because of refused assignment, poor attendance, inability to adjust, etc.

> **their assistance payments reduced, to the extent not attributable to external factors such as changing local economic conditions, seems to speak creditably for the program's capability to help many of its participants toward becoming economically self-sufficient, at least in the short run. In some locations the wage levels for certain low-skill jobs were such that employed participants found it necessary to continue to receive their regular assistance payments. With regard to the employed participants who continue to receive some measure of public assistance, the possibility exists that having progressed to employment they may be motivated to acquire the additional skills that would qualify them for more remunerative employment.**

In its Report on the Economic Opportunity Amendments of 1967, the Senate Committee on Labor and Public Welfare[12] reported:

> **The committee has found that the work experience and training program is reaching the hard-core unemployed for whom it was intended. Some of the work performed is a notable public contribution. In the best operations, significant proportions of the participants raise their employability, obtain jobs, and get off welfare. In many places it has helped to strengthen and broaden the work of public welfare agencies.**

Employment, employability, and economic effects

"For a total cost of $191,051 in title V funds, the gain to the community was not only the $408,360 per year reduction in grants but an increase of $699,192 in taxable income and the incalculable benefit in psychological gains to the trainees and their families."

from a report on the Riverside, Calif., title V project

On June 30, 1969, the date title V is scheduled to terminate, it will have been in operation almost 5 years. A total of $369–370 million of Federal antipoverty funds will have been invested in this program.

Although many of the social benefits of this program are not measurable in monetary terms, two effects are: (1) Reductions in assistance payments due to title V trainees' employment and (2) earnings of trainees after leaving the program.

Approximately 228,000 trainees will have participated in the title V program when it is terminated on June 30, 1969. Of these about 90,000 or 39 percent[13] will have gone into steady full-time or part-time employment. In addition to this 39 percent, approximately 48,000 or 21 percent[14] will be in employment on a sporadic basis. The economic effects are measured only for the trainees going immediately into steady employment.

Based on complete figures as of June 30, 1968, of the 185,500 trainees who had terminated from title V projects, approximately 147,100 had either completed their training assignment or were in the projects long enough for title V to have some influence on the trainee. Of these 147,100 trainees, 102,500 or 70 percent had met the title V objective of improving employability. Immediately upon termination, 67,400 of these 102,500 trainees went into employment, 9,700 enrolled in advanced vocational instruction under other programs, and the remaining 25,400 were unemployed but had completed vocational or remedial education under title V and their chances for employment had been greatly enhanced (see chart).

Annual gross earnings before entering title V is defined as gross pay for employment during the 12 months preceding assignment to title V. Over 49 percent of the trainees had no employment during this period. An additional 16 percent made less than $1,600 in earnings. A few title V trainees may have been employed part-time or underemployed at the time of assignment.

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[12] S. Rept. No. 563, Sept. 12, 1967.

[13] This figure is based on interviews with trainees 3 months after termination from the program. Approximately 46 percent were employed at time of interview; 84 percent of this number said they expected to be in the same job 3 months later.

[14] At some time during the 3 months following termination from the title V project, 61 percent of the trainees interviewed had held employment. Thus, if 39 percent expected to be in steady employment, it is assumed the remaining 22 percent would be employed on a sporadic basis.

ESTIMATED ECONOMIC BENEFITS DERIVED FROM AVERAGE EMPLOYED TITLE V GRADUATE

Annual public assistance cost	
1964 (prior to title V)	$1, 371
1969 (asistance to low-earning and partially employed trainee)	−66
Reduction	$1, 305
Contribution to the economy resulting from employment	
1969 earnings	[1] $3, 151
1964 earnings	[2] −1, 169
Net gain	$1, 982
Total dollar contribution to the economy	**$3, 287**

[1] Based on a sample of 12,100 trainees assigned between Feb. 1, and Oct. 31, 1968.

[2] Based on random sample of approximately 20 percent of trainees terminating between Nov. 30, 1967, and July 30, 1968.

Applied to the 90,000 trainees who will have gone into steady employment by June 1969 the total annual dollar contribution to the economy (combining reductions in assistance and gains in earnings) is $296 million, a substantial return on the total investment in title V of $369–$370 million.

The following assumptions have been made in deriving these estimates:

1. The assistance payments prior to title V assignments, reductions in assistance payments following title V assignment and income prior to and following title V assignment would average that reported for trainees included in the samples.

2. Trainees would have remained on assistance an average of 8 months (same duration as during 12-month period prior to title V assignment) if they had not been enrolled in title V.

3. Approximately 39 percent (90,000) of the 228,000 trainees served by title V will remain in steady, full-time employment.

On the basis of these projections title V would repay the total cost of the program in about 15 months. This estimate does not include the monetary benefits from trainees going into sporadic employment.

Reports of economic benefits accruing from the rehabilitation and employment of title V trainees began reaching Federal officials from the time the first groups of trainees became employed and no longer needed full financial assistance. A few are cited:

DETROIT (WAYNE COUNTY), MICH.

(Reporting on the second year of its title V program)

> The yearly earnings of 750 of its trainees who have secured employment will total $3,070,246 and exceeds the total grant to the title V project for its second year by $157,902.
>
> Their earnings exceed their total AFDC grants for a year by $1,857,178. Not only do each of these 750 families have an average of $2,500 more per year to live on than they had when receiving public assistance but the total of 2,604 children included in these families are no longer stigmatized as "welfare children."
>
> Approximately 2,100 persons are in training. Each month from 150–170 are terminated from the project and are replaced by new trainees.
>
> Of those who completed their training assignments 94.9 percent secured employment. Another 9.2 percent of the total number closed secured employment before fully completing the training assignment. The average monthly earnings of those who did not complete training were $50.00 less than those who did.

UTICA (ONEIDA COUNTY), N.Y.

(From the *Congressional Record* of November 13, 1967. Statement by Congressman Alexander Pirnie, 32nd District, New York)

> For 2½ years the Oneida County, N.Y., Department of Social Services, under Commissioner Michael J. McGuirl, has operated a work-experience program. Three Federal grants, totaling $818,214, have been awarded to help finance this facet of our local war against poverty . . .
>
> To date 379 individuals have "graduated" from the work experience program and are now on the job . . .

> **These 379 individuals have 1,825 dependents, including themselves. Prior to participating in the work experience program they were receiving $90,202 per month, or $1,082,424 per year, in welfare payments. They were being supported by the taxpayers.**
>
> **Now, these same 379 individuals are working. They are earning $112,942 per month, or $1,355,304 per year. They are taxpayers. They have found new meaning in life, new direction. They have dignity and pride and we are proud of them.**
>
> **There are presently 240 enrollees in the program and they are headed down the same path. Soon, they will be earning their way.**
>
> **All this was made possible by anti-poverty grants, by a program that places its greatest emphasis on "opportunity." We are receiving and will continue to receive very sizable dividends from what, by comparison, must be termed a modest investment . . .**
>
> **This is not an isolated success story, but one that has been duplicated in other areas of the Nation . . .**

ST. PAUL (RAMSEY COUNTY), MINN.

The following was reported by Sam S. Grais, Chairman, Ramsey County Welfare Board, in March 1969, on the basis of a survey of 2 years of operation, 1965 and 1966. Title V funds for those 2 years amounted to $4,712,987.

The expenditure of 4.7 million dollars in title V funds resulted in assistance savings that almost equalled the cost. ($2,129,292 per year for 2 years or $4,258,584.)

Financial assistance

In many States public assistance payments cover only a portion of the recipients' total financial need as determined by the State's standard budgets. In the title V program Federal funds were made available to enable States to meet the full budgeted need of the trainees and their families.

Andrew R. N. Truelson, Federal director of the program, summed up the reasoning behind fully meeting financial needs of title V trainees in a report on March 24, 1965:

> **We public welfare workers know that hopelessness in needy persons—of feeling that there is no way out, nothing better to look forward to—tends to drain away all incentive. It is our charge to safeguard their will to struggle for, and their wish to attain, a better life . . .**
>
> **If a program of assistance is only a subsistence program the individual will just subsist . . . His energies will allow him to survive, but he will have little surplus. Initiative, "self-go," drive, all require some surplus physical energy . . .**[15]

ST. PAUL (RAMSEY COUNTY), MINN.

WAGES OF PARTICIPANTS GAINING EMPLOYMENT

	Group I AFDC	Group II General Assistance	Total
Average monthly wage per trainee	$298	$397	--------------
Total monthly wage	74, 500	247, 331	$321, 831
Yearly wages	894, 000	2, 967, 972	3, 861, 972

ASSISTANCE SAVINGS FROM PARTICIPANTS GAINING EMPLOYMENT

Average monthly savings per trainee	$169	$217	--------------
Total monthly savings	42, 250	135, 191	$177, 441
Total yearly savings	507, 000	1, 622, 292	2, 129, 292

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[15] "The Economic Opportunity Act and Public Welfare—A Report on Work Experience and Training Projects," paper delivered at the American Public Welfare Association Regional Conference, New Orleans, Mar. 24, 1965.

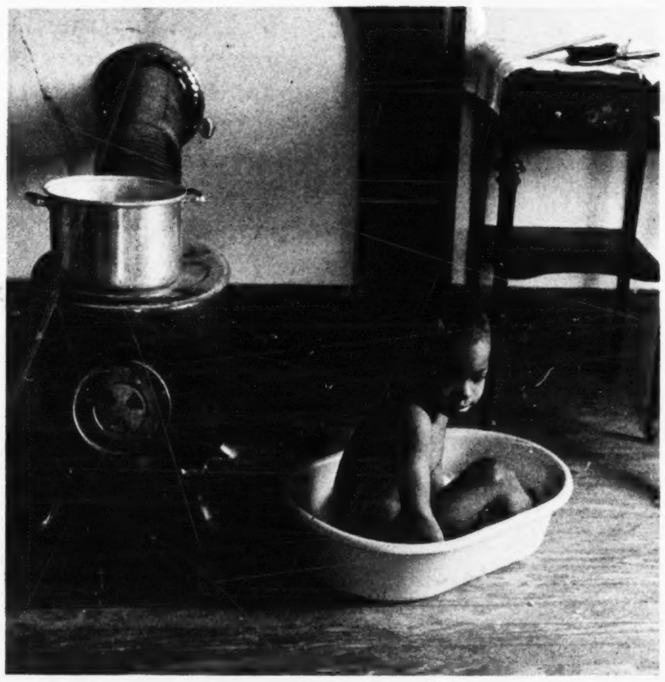
This philosophy was also expressed in the official guidelines governing the administration of the program:[16]

> **Assistance payments must be in the amount essential to provide the basic necessities in life. Therefore, the full amount of assistance required under the State's standard for the applicable category must be paid to participants in title V projects. Provision must be made for additional costs reasonably attributable to participation in title V project. Legal or administrative maximums or percentage reductions which a State may have must be disregarded for title V participants . . .**
>
> **Participants must have funds to secure sufficient food, clothing, shelter and other living necessities in order to participate effectively and to derive maximum benefit from the program as quickly as possible. Assistance payments to meet full need under the State's standard are essential to provide a substantial motivation for participants to enter a work and training project . . .**
>
> **It is essential that persons receiving assistance under the project meet the test of economic need during their participation. That test must recognize the costs reasonably attributable to project participation—such as the cost of transportation, lunches, work clothes, educational supplies, etc. . . .**

The title V experience supported the idea that adequate assistance payments are an essential element in sustaining incentives. The State of Michigan has since adopted the standard of meeting full need for all welfare recipients as a permanent part of its public welfare program. The movement toward adopting the full need standard in some other States has also undoubtedly been stimulated by the title V experience.

Child care

The inability of heads of households to arrange care for their children while working or receiving training proved to be a major barrier to economic independence. In the title V program an estimated 5 to 10 percent of the female trainees could not finish their assignments because of the lack of adequate child care facilities.



In the April 1967 Manpower Report of the President, it was reported that "almost one out of every five of the slum residents who were not in the labor force but wanted a regular job gave inability to arrange for child care as the principal reason for not looking for work."

According to a national survey sponsored jointly by the Children's Bureau of the Department of Health, Education, and Welfare and the Department of Labor, 20 percent of working mothers from families with incomes of less than $3,000 were looking after their children while working. The great scarcity of day care centers is also revealed by this survey. It was shown that only 3 percent of the working mothers were using group care arrangements for their children.

Various localities sought solutions to the child care problems in their own ways.

CLEVELAND (CUYAHOGA COUNTY), OHIO

Eugene F. Burns, first Director of Cleveland's title V program, describes how day care services were provided for that program and touches on the effects on the children and their families:

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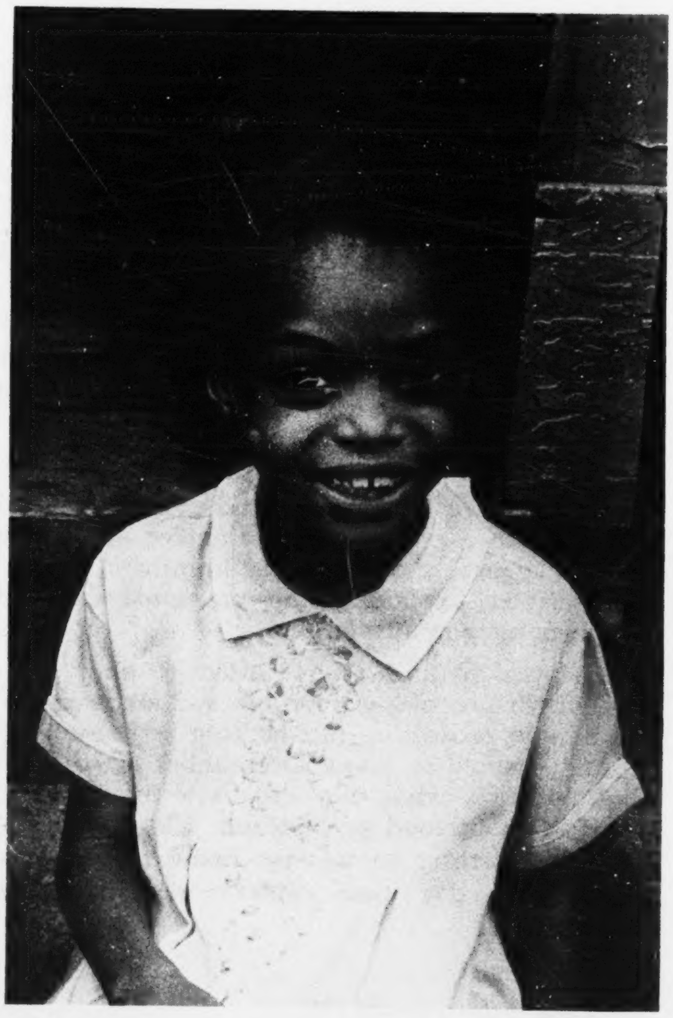
[16] Handbook of Public Assistance Administration, Supplement B, Work Experience Program, Nov. 29, 1965.

> We found out that the few existing private day care centers in the community, which were excellent in staff and program, were already filled and had long waiting lists. Available to us was a total of 47 places in these private day nurseries, obviously not enough.
>
> Let me remind you that prior to title V, the only local governmental role taken in day care was limited to licensing and the State of Ohio had been unable to legally establish its right to establish standards for commercial nurseries.
>
> We could not legally purchase the services of profit making commercial nurseries which operate outside the law in Ohio as far as enforcement of standards is concerned. We sought for alternates and again we were able to establish new resources . . . Our major problem was care for the school children between the ages of 5 and 13 years.
>
> Their mothers had to leave for work before the school opened in the morning. The children were expected to go home for lunch when no one was there to prepare the meal. And then there was that unsupervised period between 3:30 and the time when the mother returned from work. No social agency had ever tackled this problem before and the result was that many children were completely on their own at too early an age—eating sandwiches off a kitchen table in an empty apartment or being given responsibility for the care of younger brothers and sisters at too early an age, or establishing delinquent behavior patterns.
>
> Our solution was to set up special school child day care centers where mothers could bring children as early as 7:30 a.m., where a hot lunch was served at noon, and where after-school recreation and supervision was given until the mother could call for the child.
>
> We had just become aware of the depth of the problem when I was called upon to explain the title V program to a meeting one night at Fidelity Baptist Church in the Hough Area. While there I inspected the premises whose good repair was in stark contrast to the urban ruins surrounding it in the neighborhood.
>
> In a town like Cleveland, there were few buildings that could meet the fire laws for day care centers. The sole institutions that had suitable buildings were the inner-city churches. Many had kitchens, meeting rooms and recreation areas that were used only on Sundays. In the fall of 1966, we rented space from seven inner-city churches which were located near schools and put our innovative day care plan into action.
>
> The impact of these centers is clearly seen as the children show a significant improvement in academic performance, health and social behavior. It's not just day care we are giving them but different and higher standards of living. For many of the children, the centers are the first quiet place they have ever had to complete homework assignments. They learn table manners along with good nutrition. Our day care coordinator will not accept anyone as a teacher who does not speak good English.

Because day care has proven its value, the County Welfare Department has expanded this service from the title V program, where it was restricted to trainees, and now offers day care as a resources to all welfare clients.



PHILADELPHIA (PHILADELPHIA COUNTY), PA.

An illuminating example of a flexible rather than dogmatic approach to the problems of child care of public welfare recipients can be found in the experience of the Philadelphia title V project. Resolution of the problem posed by lack of day care facilities was begun in a manner similar to that of Cleveland—surveying the city to see what was available. It was found that few of the existing day care centers were located where title V participants were and that there were no vacancies in any case.

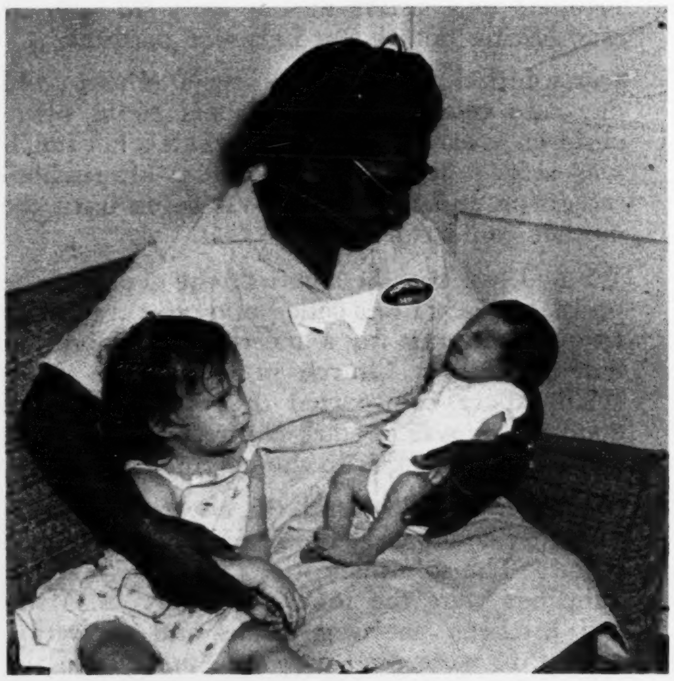
After examining other possibilities, the practicality of family day care homes for the children of trainees seemed to be clearly established. The Office of Family Services, together with the County Board of Assistance, cooperated closely with the Family Day Care Agency, a voluntary body, to reach out to these families, who had not used day care services before, and to provide services in homes.

The staffs of the three agencies carefully prepared for meetings with the mothers—each staff becoming familiar with the others' resources and working out how each would fit into providing family day care services. The results of these meetings surprised even the most seasoned of the specialists.

Miss Audrey Pittman, Assistant Regional Supervisor, Office of Family Services—Child Welfare, recently described the course of events:[17]

> **Meetings were conducted in the classroom with the mothers . . . A representative of the day care agency, the assistant administrator and I described, explained, and promoted day care under agency auspices . . .**
>
> **The mothers listened intently and asked thought-provoking questions and made equally thought-provoking but baffling responses . . . they wanted to know the number of adults in attendance, what they did, how many toilets, what about food preparation. These responses were startling to us—we knew that current users of day care centers were not that selective . . .**
>
> **In relation to family day care homes, the response of these mothers was loud and clear. Whoever heard of turning your child over to a stranger? You might arrange with a neighbor or a friend . . . but not a stranger selected by a stranger. In the long run, it was this characteristic in the life style of these mothers that defeated our glowing plans to greatly expand the services of the Family Day Care Agency . . .**
>
> **After a number of sessions it became obvious that the mothers were using the information we brought to them, but not in the way we intended . . . They were listening for ways to evaluate the caretaker they had chosen; some changed caretakers as a result of what they heard.**
>
> **Our dilemma now was to find a way, not of *furnishing*, but of *assuring* good child care for the children of these participating families. New machinery to deliver care, protection, and service to these children needed to be devised. The creativity was not in exploring further the offering of traditional day care services but in beginning with the existing child care arrangements of the mothers. You can see that our agencies learned a great deal in the group meetings with the mothers.**

Most of the mothers had found care for their children with neighbors and friends. They had



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[17] *Public Welfare*, January 1969.

no objections to the proposal that the agencies inspect and evaluate their existing arrangements.

The title V project was prepared to pay for child care while the mother was enrolled in the program. The mother was to make her own financial arrangements with the caretaker, agree upon a fee, and the assistance grant was increased accordingly. Miss Pittman reported, "We later felt this policy was a sound and ego-building one for families: to select their own child care and to assume some financial responsibility for it added a new dimension. The more homes we assessed, the more pleased we became—of the 155 visited only four were found unacceptable. In fact, most of them were more than adequate."

VENTURA and OXNARD (VENTURA COUNTY), CALIF.

An excellent example of meeting the widespread need for child care for title V trainees and, at the same time, providing training can be found in the Ventura County project.

This project, serving the entire county, operated two child care centers in the cities of Ventura and Oxnard. It was designed to serve a dual function: to provide adequate child care at low cost and to train recipients in a number of marketable skills.

Both centers offered training in child care, food service, clerical skills, housekeeping and maintenance. Child care trainees also worked toward their high school equivalency certificates, preparing for the General Education Development (GED) examination. Twenty trainees could be accommodated in each of the two centers.

In both cities, the city council supported the project enthusiastically. In Oxnard, for example, the Housing Authority donated a building to the project which was renovated and moved at the city's expense. It was then leased to the County Welfare Department for use as a training center. The city of Ventura purchased two residence buildings, also renovated and moved them, then leased them to the Welfare Department.

The California State Department of Employment and the local school districts also cooperated in the program. The Department of Employment administered tests to determine interests and capabilities of the trainees, provided counseling, and assisted in job placement at the conclusion of training. The local Junior College School District administered the GED examinations.

Community service organizations participated in this title V project by providing field trips for the children and trainees, special holiday activities such as Thanksgiving dinners, Easter egg hunts, and Christmas parties.

During the first 2 years of operation, a total of 235 trainees were enrolled. Of these, 54 took the high school equivalency test—27 passed. While only approximately one fourth of trainees entered advanced training or employment, virtually all trainees plus their 382 children were substantially benefited.

One reported case history illustrates the effect of this project on a trainee and his family. Mr. P. was a 27-year-old divorced man who had custody of three small children. He was a veteran and had passed the GED test but was unable to obtain employment because of child care problems. He lacked qualifying skills for the local labor market but did not have the resources to seek employment elsewhere. He was enrolled as a trainee in the Ventura center. After 4 months of training in good work habits and new job skills, he was hired, over many other applicants, at a salary of about $410 per month. His welfare grant had been $210. His marked gain in confidence and poise while in training was reinforced by the care and emotional support his children received at a time when they desperately needed help.

According to Mr. John C. Montgomery, Director of the California State Department of Social Services, the project was so well received by officials of the County Welfare Department and by the community that it was absorbed as a permanent part of the Ventura County welfare system where it continues to operate.

Remedial medical care

The health problems frequently found among low-income families proved to be a factor of major importance in title V projects in all sectors of the country, barring many apparently healthy recipients from seeking or keeping jobs.

In Cleveland (Cuyahoga County), Ohio, for example, where only those applicants who appeared to be able-bodied were referred to the work experience and training program, it was found upon medical examination that more than 40 percent were medically unfit to hold a job and that more than 50 percent needed remedial medical attention.

An analysis of a group of 900 trainees as of December 1967 showed—

76 had above-average blood pressure;
54 had foot problems;
43 suffered from obesity;
39 needed glasses;
34 had serious dental problems;
21 had infections of the urinary system.

Of the more than 4,000 people who had been participants in Cuyahoga County's title V project between January 1965 and December 1967, 75 percent of the more than 1,000 failures in title V training were unsuccessful because of recurring physical and mental illness.

Medical examinations, remedial medical services, and such devices as eyeglasses, dentures, and hearing aids were furnished trainees in many projects. Group and individual treatment for obesity, frequently found among those whose diet consists largely of low-cost, high carbohydrate foods, was given many trainees. The identification and treatment of medical problems was found to be among the essential first steps in making it possible for recipients to participate in training programs. In the new work incentive program all prospective trainees will be given a pre-referral medical examination.

Vocational rehabilitation

All across the Nation vocational rehabilitation agencies frequently played key roles in providing remedial services.

The following excerpt from the report of the Hillsdel (Tallahatchie County) title V project in Mississippi describes a typical arrangement:

> **Many services were made available to the trainees of Hillsdel by the Vocational Rehabilitation Agency. Referrals were made for specialized training in the Sheltered Workshops, known as Allied Enterprise of which there were two in the five county area. Trainees were also evaluated as to their potential for employment. The four referred to the Sheltered Workshop received the type of training which they could do and secured employment.**
>
> **For instance, an arrested tubercular patient received training in refinishing antique furniture; two diabetics received training in jig making; and another received training in clipping threads on garments for the garment factory. All referred received employment.**
>
> **Many medical remedial services were given to our trainees such as surgery for hernias. Two trainees received prosthetic limbs—one an artificial arm and another a leg. The Vocational Rehabilitation Agency provided excellent training in the care and use of the limbs. Both men, in addition to receiving personal satisfaction and hope, were able to obtain gainful employment in spite of their handicap. All referrals made by Hillsdel Staff to the Department of Vocational Rehabilitation received the service which was requested almost immediately.**

The individual employability plan

A family-centered approach to the employment problems of the family head evolved from the need to deal with the multiplicity of personal problems that many welfare recipients present. Child care, medical services, homemaker services, case and group social services were among the services offered, along with needed educational and vocational training, to help clients conquer the social handicaps that hinder employment.

The vehicle utilized in the title V program to coordinate the various services was the individual employability plan. (This concept originated in the Community Work and Training Program set up under the 1962 Social Security amendments). The individual employability

plan began with an assessment of the individual trainee's characteristics and family circumstances; then, with the trainee's participation plans were made for pretraining preparation if needed; suitable education and/or training; and the supportive, medical, and counseling services and his family needed to function better in a work-oriented society. The plan specified the type of pretraining and training, the sequence of assignments, and the time to be spent in each activity.

As the director of a title V project in St. Paul (Ramsey County), Minn. stated, "The title V invention can be illustrated in the Ramsey County version as follows: Family casework is provided for family units, while the family head receives employment counseling . . . The really unique feature is that this is a total approach . . . which functions as an administrative unit within the agency with the most experience with public assistance recipients and the greatest vested interest in their employment—the Welfare Department." [18]

The caseworker, the central figure in the team effort of the individual employability plan, examined with the trainee the reasons for his inability to find or keep a job. This interest in the trainee and his family continued during his training and even after he was employed. A family accustomed to long-term dependency requires sustained help from a worker who understands the stresses in that particular family. The social worker's understanding of the possible effects of these stresses on the trainee's attempt to get and keep a job is, of course, vital for successful planning.

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[18] *Two Years of Work and Training in Title V,* Don Henry, Project Director, Ramsey County Welfare Department, St. Paul, Minnesota, August 1967.

Both the trainee's own view of his potential and aspirations and the staff assessment of his capacity and motivation were utilized to develop an employability plan. The participation of the trainee in the planning was essential to a successful outcome. The plan was used as a guide not only for the agency but for the trainee as well, so that both parties knew what would be expected of the trainee, the reasons for his particular training assignments, and how he was to begin on the road to economic self-sufficiency.

The plans reflected the differences among trainees with respect to their previous work history, literacy level, and personal characteristics. Most trainees, it was found, needed supportive services both during and following training to develop and maintain self-confidence. Plans were not static and could be altered to meet changing needs and circumstances.

The individual employability plan responded to the fact, sometimes overlooked, that the same wide variations of personal traits and problems obtain in a group of welfare recipients as in any group of persons of whatever economic or social status. Employment or learning programs, to be fruitful, must be adaptable to individual needs and capabilities.

The Congress recognized the value of this feature of the title V experience and incorporated it in the 1967 amendments to the Social Security Act which created the work incentive program:

> **The Secretary shall develop an employability plan for each suitable person referred to him under section 402 which shall describe the education, training, work experience, and orientation which it is determined that each such person needs to complete in order to enable him to become self-supporting. (Sec. 433b)**

Counterparts of evaluation and planning for the particular needs of a given person can be found in the techniques long used in vocational and medical rehabilitation. As a means to be utilized in the social rehabilitation of welfare clients, the individual employability plan has proved to be a major contribution to title V.

Group services

Group counseling and group services designed for title V participants gave added momentum to the increasing use of this effective technique in public welfare agencies. While the traditional one-to-one relationship of caseworker to client continues to play an essential role in social rehabilitation, group work services can provide an additional resource of enormous value in helping the trainee define and attain his desired goals through group dynamics.

One of the first title V projects to incorporate group services was located in Oakland County, Mich. There, the title V group counseling was a continuation and enlargement of group services that had been part of the Oakland County program for 3 years preceding title V.

Group services in this project were provided by group social workers already on the staff and fell into two general categories; (1) instructional, i.e., preparation for job hunting and interviews, grooming, deportment, etc.; and (2) therapeutic, e.g., for participants who were not motivated toward attaining self-support, who had insufficient self-confidence, etc.

Group services were found to be of particular value in vocational training. Typically, the severely disadvantaged person often leads a life of relative social isolation. Few are members of clubs or other organized groups. Entering into preparation for employment, to say nothing of employment, means ending that isolation—the trainee must learn how to deal and work with other people.

A report of a Michigan title V project operated in Detroit (Wayne County) contains the following statement:

> **Early counseling experiences revealed that many clients had set high or unrealistic goals for**

themselves. In an effort to encourage participants to make more realistic appraisals of their abilities, group counseling was introduced in conjunction with the regular team efforts. In a relatively short time positive results were obtained and many participants have successfully completed their training assignments and have subsequently found meaningful employment.

[Group] counseling sessions are monitored by two counselors who encourage the participants to share constructively their experiences in an effort to develop group strength, and to use that strength to build personal self-confidence, thus enabling them to make a more realistic appraisal of themselves. Through the technique of problem sharing many clients have discovered that their problems are not unique and in most cases this discovery was the basis for the development of individual ego strength. Recently this technique has been applied with overweight participants to encourage weight reduction and adherence to diets with positive results.

Increasingly public assistance agencies are recognizing that they have been overlooking a possible resource in group work service that has proven itself in other settings . . . Michigan has had little experience with the group method and believes that the project . . . makes an ideal setting for experimentation and demonstration. This experience may lead to wider utilization of the group work method in the ongoing public assistance program.

Philosophically, the Michigan Employment Security Commission believes the counseling function described above is essential and is one which it hopes to provide as a part of its ongoing program ultimately. . . .

Similar reports have been received from many title V programs across the country.

Adult basic education

Title V was the first Federal work training program to require the provision of adult basic education for functionally illiterate participants, as well as the first to concentrate on enabling literate participants who had not finished school to obtain a high school equivalency certificate, known as the GED (General Education Development).

Approximately 42 percent of the trainees terminating between February and October 1962 were enrolled in adult basic education (ABE). Another 11 percent were enrolled in high school

training without enrolling in ABE. Thus a total of nearly 53 percent of these trainees were enrolled in either ABE or high school or both. This compares favorably to the educational need reported for trainees assigned to title V during this same period; over 41 percent had 8 or less years of education.

The average educational gain, that is, how far they advanced in terms of equivalent years of regular schooling, was 1.5 years—a substantial gain considering the average length of stay was 7 months on a title V project. Approximately 33 percent of the persons enrolled in ABE gained less than 1 year, while the remaining averaged 2.2 years.

In his June 1967 report to the Senate Subcommittee on Employment, Manpower, and Poverty,[19] William Gorham placed the need for basic education or literacy training second only to income support in his listing of needed services for title V trainees.

He reported, "Since its (Title V) inception, 60,700, or 39 percent of all participants have been enrolled in adult basic education (January 1965 to June 1967). In some areas, eastern Kentucky, for example, the percentage of trainees enrolled in adult basic education exceeds 85 percent. In fiscal year 1968, nearly 5 percent of title V funds, exclusive of cash payments and agency administration, are programed for adult basic education. . . . But this understates the total effort being made to overcome the educational deficiency of title V participants. It is estimated that in 1966, funds made available under title II B [20] (of the Economic Opportunity Act) on the initiative of title V directors . . . added $2.7 million of additional resources for basic educational instruction."

The rapid and widespread implementation of adult basic educational programs in title V projects was due, in great part, to the excellent cooperation of education agencies at all levels. As noted, substantial contributions of Federal education funds were allocated to this segment of the title V program, and in some areas, such as Kentucky and West Virginia, title V ABE classes were supported by the State and local education agencies. Throughout the country education officials were responsive to the needs of local title V project participants by providing classes, and, in some cases, devising innovative classes.

In addition to the specific relationship of education to employability there is a consensus among experts in the field of social welfare that the less readily measurable effects of education for the adult members of families in poverty may be crucially important.

These more subtle effects have been noted in several studies. The September 1966 report of a study by Greenleigh Associates [21] of selected adult basic education systems in which title V trainees were enrolled contains the following passage:

> **The development of the students in the field test is represented in only a limited way by the change in achievement scores . . .**
>
> **Included in this total learning process were the following areas in which development was seen by teachers and observers, and expressed by students:**
>
> 1. **Self-esteem and self-confidence**
> 2. **Eagerness to learn and a new attitude toward schooling**
> 3. **Reading, including the new-found ability to read bus signs, newspapers, letters and children's homework**
> 4. **Improved family relationships, particularly with children and their problems in schooling**
> 5. **Increased confidence and ability to speak and to express ideas in a group**
> 6. **A new awareness of what it could mean to have a sense of belonging—in a group and in our society**
> 7. **New knowledge and concern about the problems of our communities, our whole**

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[19] Op. cit.

[20] Adult Basic Education Program administered by the Office of Education.

[21] Field Test and Evaluation of Selected Adult Basic Education Systems, sponsored by the Office of Economic Opportunity.

> society, and the world at large
>
> 8. Increased ability to write, and to use writing for business and civic purposes
> 9. Increased understanding of the mathematics of everyday life, especially in the handling of money and for simple household mechanics
> 10. Acceptance and friendship with others different in color, background and language
> 11. New levels of aspiration, for jobs and for a better life for themselves and their families
> 12. A new sense of power to take initiative, take responsibility as citizens, and find ways to improve their position
>
> It would not be true, of course, to say that all students made equal gains in all of these directions. Some made little or none. But statements from supervisory teacher reports, and student interviews . . . substantiate the areas of student growth outlined above.
>
> Although impossible to quantify these findings because of their qualitative nature, there is enough consistency in reports from all sources . . . to make it possible to state categorically that these types of learnings were typical rather than atypical.

This finding is corroborated by Dr. Abraham S. Levine, HEW social scientist, who says, ". . . there is some evidence, that as the fathers went to school, the school attendance of their children improved. Although adults at a low level of literacy can be raised to an acceptable level slowly and perhaps too uneconomically from the point of view of employment oriented cost-benefits tradeoffs, the dividends for the next generation may be great enough to warrant such a government investment . . ." [22]

The validity of Dr. Levine's observation is further attested to in many of the reports of local title V program administrators and Federal field representatives.

A report of the program in Martinez, Calif. (Contra Costa County), includes the following passage: "There are people like Margaret who could not write her name 6 months ago and now can read the newspapers, help her children with their homework while doing her own, and whose son was a school dropout at 14 and is now in high school classes every day."

Like most other parts of the title V programs, adult basic education of trainees was undertaken in a variety of ways, influenced largely by the characteristics of the trainees in a given project. As pointed out earlier, a comparison of the enrollment figures in adult basic education in title V programs in fiscal year 1967 graphically reflect the variations from region to region: Eastern Kentucky, 86 percent; Cleveland, Ohio, 23 percent; and St. Paul, Minn., 17 percent.

Many welfare agencies found a severe shortage of educational facilities and personnel equipped to deal with their particular clientele. In cooperation with local, county, and State education departments and universities, new facilities and new methods were stimulated.

In Cleveland, for example, the board of education established, with Federal funds and in cooperation with the title V program, a long-needed day end evening adult education center where basic literacy up to high school equivalency was taught. Half of the full-time students in this school were title V trainees.

In Detroit, an adult basic education demonstration program was established with title V funds. This program was designed to achieve two ends. In addition to serving the immediate purpose of helping participants gain or improve their basic reading, writing, and arithmetical skills, it provided an opportunity to explore the efficacy of various methods, materials, and types of teachers in teaching functionally illiterate adults. According to a report of this program,[23] "although the participants were the hard-core unemployed and limited by sociocultural deprivation, they indicated to us both in their behavior and attitudes that they were desirous and capable of improving themselves academically."

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[22] *Work Experience and Training in Appalachia.* Research Working Paper No. 9. Office of Research, Demonstration, and Training, Social and Rehabilitation Service, U.S. Dept. of Health, Education, and Welfare, 1968.

[23] *Literacy Training and Job Placement of Hard-Core Unemployed Negroes in Detroit,* Thomas H. Patten, Jr., and Gerald E. Clark, Jr. Program sponsored by the Wayne County, Michigan, Bureau of Social Aid and the University of Detroit.

The report further states, "It is possible that the program provided the participants with a feeling of being of interest as human beings to people of professional status . . . in a society which had socially and economically rejected them. One program participant who lived in unspeakable filth in probably the most rundown slum we visited had his University of Detroit Literacy Program certificate hanging on his living room wall, a proud symbol of recognition in his eyes."

In Philadelphia, the educational components of the title V program were developed jointly by the County Board of Public Assistance and the Board of Education. Working together to develop an educational program suited to the needs of title V participants became a learning experience for those who created it.

According to Mr. Howard D. Arnold, director of the Philadelphia title V program, the public welfare representatives felt it vitally important that the trainees should not be asked to return to traditional school facilities in which many had met with failure and frustration earlier in their lives. They recommended that class sites be established in settlement houses, recreation centers, churches, and such other places easily accessible to the trainees.

Mr. Arnold reports: "The Board of Education did not immediately agree . . . we decided to experiment and open classes at a local school. Within two months the school facility had to be closed at a time when other centers were thriving. What happened? 1. Participants' attendance fell off. 2. They said they were embarrassed to come to a place where their small children were being educated to learn many of the same things. 3. They had feelings about the noise, the use of toilet facilities, etc.

"After this experience, in-service training sessions were conducted with teachers and administrative staff at the Board of Education to acquaint them with the people they would be teaching, their problems, and their aspirations as seen through our experience with them . . ."

There is no question but that the basic education programs for title V had almost as profound an effect on the educators as on their students.

Representative Carl D. Perkins of Kentucky inserted in the Congressional Record of January 24, 1967, a letter from a teacher in Menifee County in his State, which read, in part: "In October of 1965 my superintendent called and asked if I could teach Level 1 in our basic adult education course here at Menifee County High School. As you know, Level 1 is the first three grades. I said I would and then almost panicked. What could I teach these men ranging from 19 years of age to 57. When I saw them I wondered even more, for they were dirty, unshaved and I feared of very low morals.

"But you know, Mr. Perkins, I could never have been more wrong. I have been in the teaching profession 21 years and I've never been shown more respect than these boys show. They feel their inability to read and write so acutely . . ."

One participant in a title V basic education program at Northern Michigan University summed up the feelings of many when he wrote: ". . . Now for this program. I feel it is the backbone of all the programs because if a person doesn't know how to read or add, all the training in the world is not going to do him any good. I feel it will take a lot more work on my part to reach my goal, but I have a very good start. To be able to write every word in this is a miracle to me."

Work skills training

Vocational training was provided in public schools, community colleges, and State universities, as well as in privately operated trade schools. Trainees obtained work experience through assignments in private industry and business, and in local, county, State, and federally operated programs and institutions. Title V on-the-job training programs differed from others in that the length of assignment was based on the person's need as defined in his

individual employability plan.

Training in job skills was often given concurrently with remedial adult basic education for those who were not illiterate but needed to upgrade their skills in reading, writing, and mathematics. These trainees would, typically, spend part of their day in work experience and part in academic training.

Where training programs were directed toward meeting labor shortages in the community, the results, in terms of employment of trainees, were excellent. For example, in Cleveland, title V work and training specialists studied the labor market to determine where there were shortages of semiskilled and skilled labor. Vocational training courses offered by private commercial schools and the public school system were also reviewed.

It was found that good training was available through commercial schools in such fields as electricity, refrigeration, boiler operation, art, stenography, cosmetology, and barbering. However, in some areas of critical personnel needs no training opportunities could be found.

There was a chronic shortage of dental laboratory technicians, for example. A high school diploma was not a requirement in this field where space and form perception, motor coordination, and manual dexterity were more important.

Accordingly, a contract was made with a leading privately operated dental laboratory to accept an initial group of 12 selected AFDC mothers for a 50-week training period, beginning with a 3-month probationary period for further evaluation. A total of 25 women completed the 2,000 hour training program.

In their final report on the title V program, the Cuyahoga County Welfare Department states, "The success of the program [dental technician training] is attested to by the fact that 23 of the graduates are employed at salaries ranging from $64 to $100 per week. The 24th trainee is an expectant mother but will be employable after delivery. It was necessary for the 25th graduate to have surgery on her feet and she has just recently been medically released as ready for employment."

This experience illustrates (1) the value of linking training to labor market needs and (2) that the flexibility afforded public welfare agencies under title V could produce some remarkable results.

Another creative application of the vocational

training resource can be found in the "client self-help" projects that several title V programs adopted. These combined at least two benefits—training and direct service. In Riverside County, Calif., a self-help project was developed to train recipients in auto repairing by using recipients' automobiles to work on, thereby improving their transportation (a major problem in many title V areas) so they could more readily take further training or employment.

Similarly, in Lake County, Calif., a title V project trained Indian welfare recipients in various home repair skills. Much-needed repairs and improvements were done on the homes of welfare recipients.

An example of a successful training project in a Federal facility was the one instituted at the Naval Air Station, Chase Field, Beeville, Tex., in September 1967. Mr. Clyde L. Wheeler,[24] in a communication to the Office of Economic Opportunity of February 10, 1969, reported on that program as follows:

> Prior to bringing the [Title V] trainees aboard the station the Personnel Officer, Employee Development Officer, department heads and senior civilian supervisors met and conducted a survey of the jobs which would most benefit the activity, the local community and the trainees. Conferences were held with first line supervisors and department heads explaining the program thoroughly and advising the supervisors what to expect from the trainees who, in most cases, had very limited formal education.
>
> As the trainees were selected and assigned they received individual orientation in all phases of the work, operation of the department, mission of the activity, as well as basic rules and regulations of Civil Service and Navy Department. . . .
>
> Progress reports were received from the supervisors on a monthly basis, and it is interesting to note that 90 percent of the supervisors involved in the training program requested additional trainees. Chase Field hosted 45 trainees under the title V work experience program. Of this number 40 are presently employed, 19 of this number in the field in which they were trained. Eight of the 19 are employed at Chase Field. Of this eight two are handicapped. A total of 27 of the 45 completed the assigned training period.

The vocational training of title V participants often involved the cooperation of various governmental programs. One very good example can be found in the final summary report of the program in Wayne County, Mich.:

> The hospital services multi-occupational program was the first successful program of this nature in the Nation. It was the first to utilize joint funding to establish a mutual interest training program. The program provided occupational training in such areas as hospital housekeeping, surgical technician, ward clerk and food services. Each course was preceded by refresher adult education and followed by on-the-job training. Title III–C [25] funds were used for adult education courses, title V provided funds for occupational training and BAT [26] funds were used to compensate on-the-job training sites for instruction and use of their facilities. The program was approved by representatives from the Greater Detroit Hospital

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[24] President, South Texas Federal Executive Association.

[25] Of the E.O.A. Appropriations for Special Programs to Combat Poverty in Rural Areas.

[26] Bureau of Apprentice Training, Department of Labor.

Council, Detroit's Community Action Program, Henry Ford Hospital and the Detroit Board of Education. The initial intake was limited to 300 persons and more than 90 percent of the participants who completed the program were employed in skill related areas.

In many rural areas, the title V program focused on providing participants with on-the-job assignments with private industry. Accounts of other skills training projects in various settings are discussed elsewhere in this report, principally in the section, Title V and the Community page 42.

Training and placement of paraprofessionals

There has been, in the past several years, increasing use of the paraprofessional or aide as part of the effort to alleviate manpower shortages in such fields as medical care, education, child care, and welfare. The Social Security Act requires, as of July 1969, that States train and use subprofessional staff in the federally assisted welfare and maternal and child health programs, with particular emphasis on employment of low-income persons.

Various title V projects were extremely successful in training and placing such personnel. In most, classroom training was combined with on-the-job training.

In California an agreement was worked out between the State Department of Social Welfare and the Department of Education to train welfare recipients in title V programs as teacher's aides to work in preschool compensatory education programs and in child care centers. Title V projects throughout California operated courses to train nurse's aides, attendants, case aides, and home health aides to serve aged and disabled recipients and to provide day care services for AFDC mothers with children, so that the mothers could themselves be trained. In Contra Costa County community aides, social casework aides, and sanitation aides were trained and employed by agencies such as the county welfare and health departments. In June 1967, San Mateo County graduated their 100th AFDC mother from the title V nurse's aide training program. One hundred percent of these graduates have been employed.

In a title V project operated in Cincinnati (Hamilton County), Ohio, a 100 percent employment record was achieved for graduates of training as inhalation therapy aides at the Cincinnati General Hospital. In July 1967 the title V staff and the inhalation therapy staff of the

hospital began screening AFDC women who had high school education for participation in the program. The course began a few months later with 12 trainees. The final report of the title V program in Hamilton County contains the following description of the class experience:

> **Classes included instruction in the medical sciences and experience in helping restore normal breathing processes, in using special medical gases and artificial respiration equipment, and in emergency resuscitation procedures. The instructors soon found that they had to review basic academics because of differing cultural and educational backgrounds and the length of time away from school. The professional material was difficult, and coupled with family and personal problems, caused the class to suffer much anxiety, frustration and depression. With extreme patience and guidance upon the part of the instructors and the title V staff, the class did progress from the theoretical to the practical study of inhalation therapy. The class worked on wards at Cincinnati General Hospital and came face to face with life and death. Once more the students wavered and attempted to resist accepting the responsibility of a professional person. But, again the instructors and the title V staff, through group and individual intensive contact, offered the guidance needed.**

Out of 12 students, two failed to meet graduation requirements on their final examinations. The 10 who graduated began employment at the hospital at annual salaries of $4,600. The two nongraduates were also hired by the hospital at slightly lower salaries. The graduates are serving a 1-year internship and will then become eligible to take qualifying examinations for State certification. If they are successful they will be promoted with substantial salary increases to registered inhalation therapists.

In the health and paramedical field cooperation was enlisted from many sources, including two Federal agencies: The Division of Hospitals and the Division of Indian Health in the Public Health Service, and the Veterans' Administration. The U.S. Public Health Service hospital in New Orleans, in cooperation with the title V program, is training and employing medical aides with great success.

Many welfare departments are now engaged in similar programs, originally developed in title V projects, which simultaneously help to fill staff shortages and rehabilitate recipients. For example, Maricopa County, Calif., trains and employs AFDC mothers for their Home Management program, begun under title V, as a service to mothers who are about to enter work experience and training under the new work incentive program. Upon completion of their training, the women are given staff positions as home management advisers.

Training of personnel in the following subprofessional aide and technician fields were included in the following number of projects in 1967:

Occupation	Number of projects with training component
Health	
Dental aides/technicians	13
Home health aides	10
Licensed practical nurse	64
Nurse's aides and orderlies	149
Medical-hospital aides/lab technicians	46
Other	
Police/law enforcement aides/technicians	13
Recreational aides	15
School and teacher aides	36
Child/day care/nursery school aides	27
Social work aides	13
Homemaker aides	21
Home aide specialists	6
Library aides	26
Community and neighborhood aides	2

Other effects on policies and methods

The incorporation of title V projects into public welfare agencies exerted a deep and, in many instances, lasting effect on the provision and delivery of traditional social services. The quality, the quantity, and kinds of services provided were affected by title V with its emphasis on innovation and demonstration. Many States and counties report that title V substantially changed the basic attitudes of their public welfare agency staffs. As one public welfare director put it, "Title V, in the short period of time it has been in existence, has transformed the County welfare department into an action agency . . .

"For the first time social workers were assigned reasonable caseloads . . . For the first time social workers were able to utilize the skills of other professionals—work and training specialists, doctors, program developers, lawyers. Social workers began to be aware that all problems of the poor could not be solved by casework methods alone."

Uninterrupted services. An example of improving social services under title V can be found in Santa Clara County, Calif., where a project component explored the feasibility of providing "uninterrupted services" to trainees. This component was directed particularly to multiproblem, hard-core families who had received public assistance 5 or more years, and had three or more children. It was developed as a means whereby heads of families need not be excluded from the work experience and training program and its supporting services when they accepted employment that was only temporary.

In the words of the Santa Clara County Department of Social Services, "The 'Uninterrupted Services' concept is intended to be short-term and job-goal oriented. It is an attempt to encourage sustained training effort within the capacity of the participant to achieve full self-support for the dependent family. Counseling and work experience and training-connected expenses are offered until this goal is reached and stability achieved."

The uninterrupted services idea proved to be of great value in such widely separated geographic areas as California, with its large numbers of seasonally employed agricultural workers, and Baltimore, with its large numbers of sporadically employed longshoremen.

Purchase of services. Before the title V programs, most agencies did not have the resources to meet all the needs of recipients if they were to be trained for employment. Under title V provisions, agencies were able to purchase basic education and vocational training, prosthetic devices such as dentures, eyeglasses, and hearing aids; to defray the costs of child care; to furnish equipment such as mechanic's tools, and drafting supplies, and even to meet the frequently encountered need for suitable clothing or uniforms.

Simplification of procedures. Simplification of the often cumbersome procedures for verification of eligibility for public assistance has been recommended frequently by study groups and experts. Under title V public welfare agencies in various parts of the country experimented with simplified methods. Some reported excellent results.

In Jackson County, Mo., eligibility of non-AFDC applicants for the title V training project was established on the basis of information furnished by the applicant, supplemented by a personal interview. In order to verify the effectiveness of this simplified eligibility procedure, the title V project staff also employed more traditional investigative techniques, such as home calls to verify family composition, which are generally required to establish eligibility in other public assistance programs in the County.

The results of the Jackson County experiment, as reported: "We examined the case files of 103 randomly selected trainees of whom 60 had terminated from the project and 43 were still participating in the project on January 31, 1968. Our review of these records showed that the persons selected met the eligibility requirements established for the project."

Another example of an experiment in simplifying eligibility procedures was the project in the Watts area of Los Angeles where welfare officials found virtually no ineligible persons.

A Los Angeles County and California State Department of Social Services report described the project methods as follows:

> **An important feature of the project proposal was the noninvestigation and nonverification of applicants' statements concerning eligibility. Related to this, a random sample of cases ending**

in digit number 9 was undertaken as a means of verifying the validity of such an approach. This random sample [10 percent] was investigated as follows:

1. **All declarations made on the application were subject to verification, wherever possible.**
2. **Any case which seemed to raise basic suspicions as to eligibility was subject to special investigation. For instance, the individual who seemed to have an unaccountably high standard of living coupled with poor attendance at trade school was investigated.**
3. **Home calls were made to determine whether family composition conformed to that previously reported. This had implications as to whether the individual was truly an unattached adult as well as to potential income from undeclared spouse or children. Benefits such as veteran pensions were confirmed with agencies administering such programs.**

Organization of services. Many counties, particularly in rural areas, combined together to operate projects. By pooling their resources and facilities they were able to utilize the new capabilities made possible by title V and offer services that would be impractical or impossible otherwise. As many as 48 counties were covered by individual projects.

To make services accessible to trainees living in remote areas, residential facilities were set up in some projects so that the trainees could live on the site where they received their basic education and vocational training.

The rural poor and the Indian population

One of the objectives of title V was to find ways to combat the poverty in rural areas. Almost one-third of all title V funds, about $111 million, was expended in rural areas; $102 million went to the poverty categories shown in the table. The remaining $9 million went into various other rural areas of the nation.

An analysis made by the Office of Economic Opportunity credits title V with putting more funds, as of June 1967, into the 182 poorest counties in the United States than any other antipoverty program, despite the fact that its appropriation was lower than many of the others.

The title V projects in depressed rural areas worked with another program supported by EOA funds—the rural loan program of the Farmers Home Administration, U.S. Department of Agriculture—and with the U.S. Office of Education, in developing adult basic education programs.

Elsewhere in this report examples of title V project services in rural areas and their effects have been described—adult basic education, vocational training, uninterrupted services, and the pooling of facilities and resources by several counties.

One title V project that was particularly relevant to the problems of the rural poor was the Labor Mobility Demonstration project operated in eastern Kentucky in a 19-county area. The mobility project was focused on relocating families to demand labor markets such as Lexington, Louisville, and northern Kentucky.

This project was jointly administered by the Department of Health, Education, and Welfare and the Department of Labor on the Federal level and jointly operated on the State level by two divisions of the Kentucky Department of Economic Security—Public Assistance and Employment Service.

The project population was drawn from all 19 counties. As all potential participants in the mobility projects were already in the work experience and training program, they were in training and receiving maintenance grants enabling them to support their families while the Employment Service Division staff developed jobs and arranged placements.

The Division of Public Assistance was responsible for familiarizing title V trainees with the mobility program and for referral of qualified, interested trainees to the Employment Service. Public Assistance also provided the necessary supportive social services. The Employment Service Division provided, in addition to job development, moving and transportation expenses, and additional relocation allowances.

The State mobility project coordinator was responsible for obtaining from out-of-State welfare agencies needed supportive social services for all persons relocated outside the State.

A June 1968 report by the director of this project describes the high degree of inter- as well as intra-State cooperation achieved:

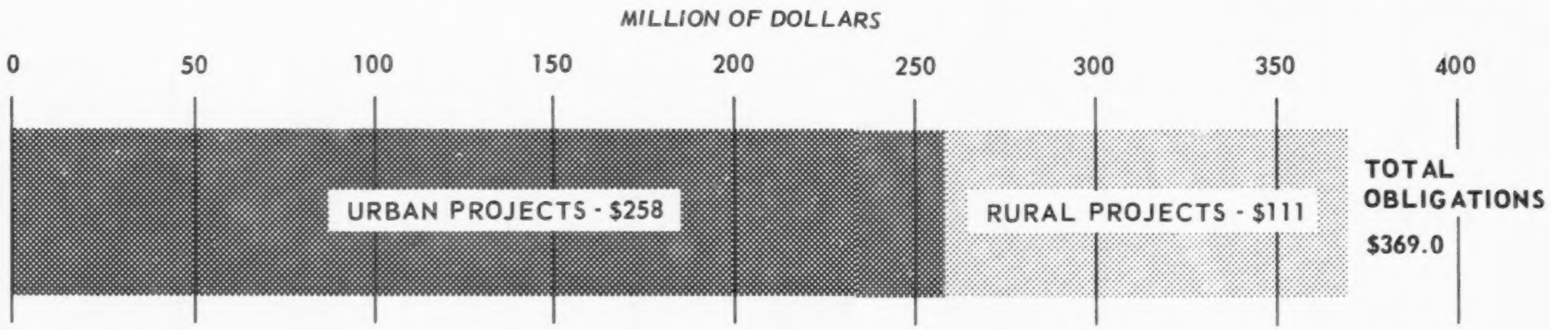
> **Services seemed to be of excellent quality both in State and out-of-State. All agencies contacted expressed a genuine interest in the welfare of the relocatees and utilized all available services to the maximum extent. None of the out-of-State agencies . . . required financial reimbursement for providing the services. This factor alone is indicative of the positive attitude taken toward the mobility participants by the out-of-State agencies.**
>
> **Accompanying the supportive services, financial assistance was available in addition to the work experience and training maintenance grant. Examples of these financial services were pur-**

DISTRIBUTION OF TITLE V FUNDS IN SELECTED ECONOMIC DEPRESSED AREAS

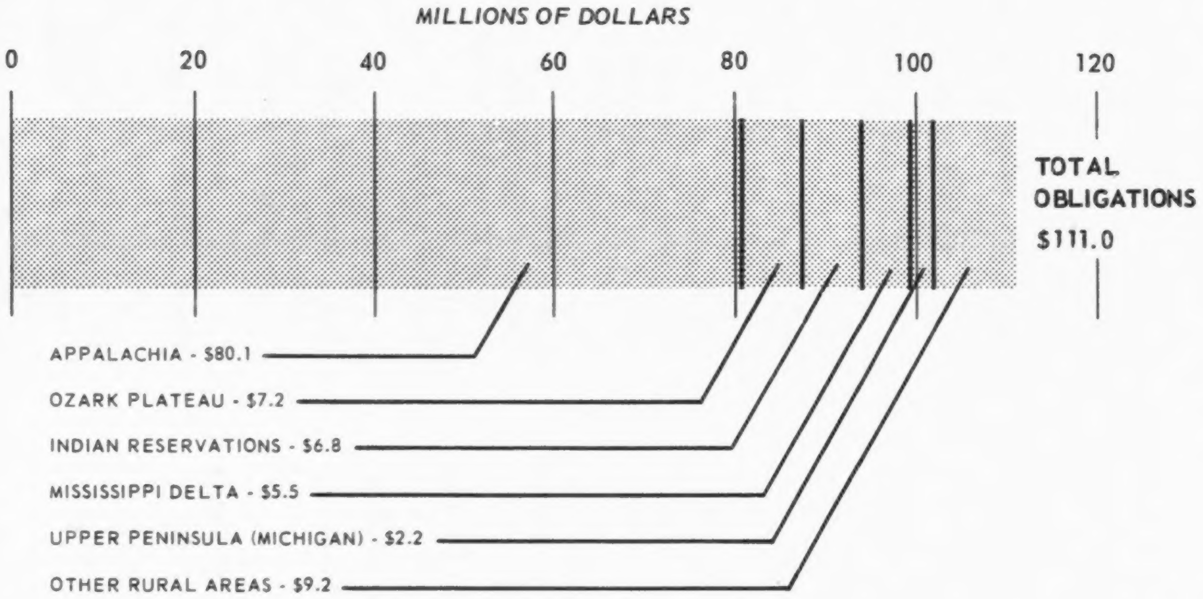
December 1, 1964—June 30, 1969

Area	Counties	Title V funds
Appalachia		**$80,171,993**
Kentucky	Bell, Breathitt, Floyd, Harlan, Knott, Leslie, Letcher, Perry, Pike, Clay, Elliot, Jackson, Knox, Magoffin, Martin, Menifee, Morgan, Owsley, Wolfe.	47, 213, 726
Maryland	Allegany and Garrett	218, 196
Ohio	Belmont, Clermont, and Lawrence	1, 122, 123
Pennsylvania	Allegheny, Erie, Fayette, Indiana, Lackawanna, Luzerne, Washington, Westmoreland.	2, 038, 644
West Virginia	Statewide	23, 748, 400
South Carolina	Spartanburg	416, 581
Tennessee	Bledsoe, Cocke, Fayette, Grainger, Hamilton, Haywood, Jefferson, Knox, Marion, Sequatchie, Sevier, Shelly.	2, 702, 671
North Carolina	Craven	854, 288
Virginia	Tazewell and Lee	1, 857, 364
Upper Peninsula		**2,186,852**
Michigan	Alger, Baraga, Chippewa, Delta, Dickinson, Gogebic, Houghton, Iron, Keweenaw, Luce, Mackinac, Marquette, Menominee, Ontonagon, Schoolcraft.	2, 186, 852
Mississippi Delta		**5,479,603**
Mississippi	Grenada, Hinds, Holmes, Sunflower, Coahoma	5, 479, 603
Ozark Plateau		**7,225,175**
Arkansas	Hempstead, Yell, Lafayette, Little River, Miller, Perry, Garland, Saline, Clark, Hot Springs, Howard, Pike, Sevier, Montgomery, Polk.	5, 762, 722
Oklahoma	Le Flore, Haskell, Latimer, McCurtain, Choctaw, Pushmataha	1, 462, 453
Indian Reservations		**6,786,322**
Total		**$101,849,945**

URBAN-RURAL DISTRIBUTION OF TITLE V FUNDS (Jan. 1, 1964 - Jan. 31, 1968)



RURAL DISTRIBUTION OF TITLE V FUNDS (Jan. 1, 1964 - Jan. 31, 1968)



chasing of essential household equipment, payment of regular recurring medical expenses, major medical expense and basic maintenance needs after relocation in the event of temporary unemployment due to no fault of the relocatee.

The Kentucky joint mobility project experience was used by the Departments of Labor and Health, Education, and Welfare in preparing the guidelines for the administration of the relocation program for AFDC trainees and families under the new work incentive program.

The following case history is fairly typical of those reported by the program's directors.

Before he was enrolled in the title V program, Mr. A., aged 40, had been unable to adequately support his wife and six children ranging in age from 2 to 14 years. His work consisted largely of seasonal farm labor paying from $4 to $6 per day and infrequent employment in the log woods at the same pay. To supplement this income, he traded old automobiles, guns and coon dogs.

Having completed adult basic education, he was enrolled in the title V program and assigned to the Kentucky State Highway Department for work experience and a high school equivalency class. By the time the labor mobility demonstration project was begun, Mr. A. had received his high school equivalency certificate and had acquired sufficient work experience and self-confidence to meet the expectations of any prospective employer.

Knowing that there were openings for the position of correction officer at both of the Kentucky State Correction Institutions, the title V staff suggested that Mr. A. apply. He passed the required merit examination for one of the positions and was hired. He and his family were relocated under the provisions of the Mobility Project from Owsley County in eastern Kentucky to Oldham County in western Kentucky.

Although his starting salary was only $308 per month, it has been increased regularly and substantially. He has bought a country store which his wife is operating successfully, thereby improving the family's financial position.

The children have adjusted quite well in their new school and the family has been well accepted by their new community. All members of the family show awareness of their great stride forward socially and economically. They are managing their resources with an eye to the future.

The findings of a 1967 study [27] of the impact of the title V program in Appalachia suggest that a government works program, though it might provide only a type of outdoor sheltered workshop, makes good sense in depressed rural areas. This is particularly applicable to the poorly educated older men for whom relocation is not a practicable goal.

As the title V program in eastern Kentucky began phasing out, a project directed toward the housing and employment training needs of the elderly poor in rural areas was developed. Under this program older men are learning new skills and at the same time restoring the shockingly dilapidated homes of the aged, blind, disabled and other poor persons in the area. Known as the Older Persons Home Repair, it is a joint undertaking of State, Federal and local agencies—the Federal Departments of Labor and Health, Education, and Welfare, the Office of Economic Opportunity, the Kentucky State Department of Economic Security, the LKLP (Letcher, Knott, Leslie, and Perry Counties) Community Action Council, and its delegate agency, the Eastern Kentucky Housing Development Cooperation.

The Indian population. Perhaps no segment of the rural poor suffers a greater burden of multiple socioeconomic handicaps than the Indian population. It is estimated that there are in this country approximately 600,000 Indians, Eskimos, and Aleuts. About 200,000 reside in cities, while most of the remaining 400,000 live in reservations and other types of Indian communities. It is estimated that there are about 250 Indian settlements of various types.

Since the inception of title V in December

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[27] *The Work Experience and Training Program in Eastern Kentucky, Its Potential and Limitations,* unpublished doctoral dissertation, by M. Ali Akbar, sponsored by the Intramural Research Division, Office of Research, Demonstrations, and Training, Social and Rehabilitation Service, DHEW.

1964 through June 1969, a total of about $8 million was obligated to operate seven projects primarily for Indians living on reservations. There was a total of 23 title V projects in areas where there were Indian reservations. An estimated 7,000 Indians have participated in title V training. While most were in the seven projects listed in the table, there were Indian trainees also in 53 other title V projects in 22 States.

TITLE V PROJECTS PREDOMINANTLY SERVING RESERVATION INDIANS

States, counties, and reservations	Title V funds (12/64–6/69)
Arizona	
Gila and Graham Counties:	
San Carlos Indian Reservation	$512, 514
Maricopa, Pima, and Pinal Counties:	
Gila River Indian Reservation	1, 700, 422
Oklahoma	
Adair, Delaware, Cherokee, and Sequoia Counties:	
Cherokee Indian Tribe	1, 271, 837
Nevada	
Humboldt County:	
Fort McDermitt Indian Reservation	771, 246
North Dakota	
Rolette County:	
Turtle Mountain Indian Reservation	2, 192, 406
South Dakota	
Dewey and Ziebeck Counties:	
Cheyenne River Indian Reservation	590, 448
Todd County:	
Rosebud Indian Reservation (also Gregory, Melette, and Trip Counties)	967, 690
Total	$8, 006, 563

Complete figures are not available on the employment status of Indians at the time of their termination from the program, but of those Indian trainees for whom this information is available approximately 34 percent obtained employment immediately following completion of training. This is only slightly less than 5 percent below the average for all title V trainees.

In many of the projects primarily for Indians training was focused on the improvement of housing, sanitation, and community facilities on the reservation as well as improvement of adjacent recreational areas.

For example, on the Fort McDermitt Reservation in Nevada, trainees built a tribal building for recreational, social, and civic functions; a well and water storage tank to alleviate a shortage of drinking water; and an earth-filled dam for irrigation purposes.

On the Turtle Mountain Reservation in North Dakota almost 100 substandard dwellings of trainees were renovated into livable homes. The reservation's badly run-down jail was renovated. Several recreational facilities were constructed.

Participants in these projects were given training in construction skills such as carpentry, roofing, plumbing, and masonry. Other training programs included welding, operation of heavy equipment, fish and game management, and truck driving for the men, while the women were given training as clerical paramedical aides, child care teacher aides, foodhandlers, and in other service occupations. Handicrafts training was given in some areas where no jobs were available and relocation to urban centers was not feasible.

The title V program played a major role in the economic development of at least one reservation—the Rosebud Reservation in South Dakota. This project conducted an experiment in cooperation with a private computer manufacturer to see how well Indians were suited to the job functions in this type of industry.

Compared to the 30-minute attention span of the average trainee in building core memory stacks, that of the average Rosebud trainee was found to be 2 hours. It was also found that the quality of the work produced by the Indian trainees was equal or superior to that of other trainees, due probably to the high degree of manual dexterity in the group.

As a result of this experiment, the company is now preparing to build a plant on the reservation.

A segment of the title V program in the Fort McDermitt Reservation was directed toward motivating, training, and placing Indian men in two cinnabar mines operating nearby. The ore was processed into mercury at the mines. Mr. George E. Miller, State welfare administrator for Nevada, has described this project in some detail. His account of the preparatory steps is of particular interest in that it highlights the importance of continuing and intensive staff services to trainees. In the course of several visits to the mines the staff learned of the reluctance of the management to hire reservation Indians because when they had been employed in the past they tended to have unsatisfactory work habits, negative attitudes, and poor attendance records.

> **They did agree to accept applications for an apprenticeship program of 1 to 3 months before making jobs permanent.**
>
> **Title V staff talked to the prospective trainees at the reservation, asking why they had not applied for work at the mines. The staff discovered that the Indians were afraid of making out the application forms and other papers, that they feared rebuffs and prejudice, and in some cases feared working below ground in the mines. During several sessions it was decided that these problems could be worked out. The trainees were told that they could have jobs at the mine but that the mines had to be assured of a stable work force.**
>
> **Title V staff members took all the trainees on a visit to the mines, showing them exactly what the mining process consisted of, both below and above ground. The trainees were shown the types of work which they would be doing, and were told that anyone who feared working underground would be placed in the mill operation on the surface.**
>
> **On the day selected for making job applications, title V staff members accompanied the trainees to the mines and helped them to fill out the application forms and introduced them to the supervisors and other mine personnel. On the following day, the first day of work, title V staff members again accompanied the trainees to the mines.**
>
> **Since then, title V has met several times a week with the mine management, discussing any problems or dissatisfactions they might have with the trainees. Title V staff has also endeavored to meet several times a week with the trainees to check progress and uncover any actual or potential problems.**
>
> **A total of seven title V trainees have been placed in the mines. Although the managements were informed that the apprenticeship period could last up to three months while the trainees remained on the title V rolls, the mines hired several of the trainees before the apprenticeship period was over.**
>
> **The title V staff has also been successful in helping to place a total of five non-title V Indians who were out of work at the mine. The staff talked with the mine management, informing them of other people at the reservation who would like work. They also talked to the people themselves and tried to encourage them to apply for jobs. The title V staff has not restricted itself to providing services only to title V recipients but, as often as possible, has attempted a community approach to community problems.**

The Fort McDermitt report also states that the title V project staff "has accumulated a great deal of experience around the specific problem of unemployment among the Indians on the reservation and has developed techniques and methods of dealing with the problem." Nevada welfare officials plan to continue a program of services on selected Indian reservations in Nevada based on the pattern developed in the title V projects. In describing the new program they say: "The experiences of the title V program on the Fort McDermitt Indian Reservation have pointed out the need for this program to continue in the development of human potential as well as the great opportunity for success through such a program."

The Nevada experience of title V's contributions to solving some of the complex problems of the Indian population is not atypical. The Bureau of Indian Affairs, Department of the Interior, reports that tribal chiefs and other Indian leaders on several reservations have expressed their determination to continue work experience and training programs based on the methods demonstrated in title V.

The Bureau itself was aided in its efforts to improve its social services. Using the title V pattern of the average payment of $30 per month to trainees for expenses attributable to work, negotiations have been carried on with several tribes with the result that approximately 12 tribes which have general assistance programs are now operating work experience projects.

Title V and the community

Some of the projects generated a high degree of community awareness, involvement, and cooperation. Long used to general antipathy—where apathy did not prevail—public welfare officials were often gratified to find a continually growing and interested public response to this program.

In a good many areas of the country, virtually all segments of the community cooperated: churches, civic organizations, business and industry, and educational and medical institutions. Throughout this report examples of community involvement have been cited, such as the significant contribution by the churches to child care in the Cleveland project.

BALTIMORE, MD.

The Baltimore project illustrates particularly well how work experience and on-the-job training programs can be natural vehicles for wide community participation.

The use of private and public employers as sponsors for work-training programs is described in a report evaluating the first 20 months of title V in Baltimore.

> **Currently, there are 20 sponsors providing work experience in a variety of skills.**
>
> **The first large-scale sponsorship of a work experience and training component was arranged with Baltimore City hospitals in the area of nurses' aide, housekeeping, and food service operations. This has been maintained as an ongoing program and has provided job training and jobs for a significant number of trainees. So far, 172 clients have completed training at Baltimore City hospitals, of whom 108 have been hired (55 were hired by the sponsor).**
>
> **A large proportion of female clients have from the beginning expressed an interest in training for clerical jobs. Since the demand for clerical workers continues to be great, vocational courses in this field were established through a purchase-of-service arrangement with the *Department of Education.* The number of sponsors of clerical work experience has grown from an initial assignment in the WEP office to 16 separate sponsors providing work experience for anywhere from one to 15 trainees at one time. Sponsors include Federal and city agencies such as *Social Security, Army Publications Center, Internal Revenue Service, Mayor's Office, Department of Finance, Fire Department Headquarters, and Department of Education as well as nonprofit organizations such as the Maryland Council of Churches and Big Brothers.* The opportunities for increasing the number of sponsors in this field seem limitless and as we improve our procedures for selecting those who have clerical aptitudes, we will be able to train an increasing number of clerical workers through vocational training and work experience assignments.**
>
> ***Baltimore Urban Renewal and Housing* has been the primary sponsor for work experience and training in maintenance work. This program was initiated in February, 1966. A limited number of trainees have been hired in the housing projects; others have been hired for related jobs in hospitals, apartment houses and churches. Similar training has been arranged recently with the *Community Action Agency.* Work experience is provided in connection with the maintenance of neighborhood centers.**
>
> ***Baltimore Urban Housing Renewal Authority* has also acted as a sponsor of training for companion aides. This program was originally designed to train women to provide a specialized service to the elderly living in the housing projects. The aides, through work experience, have provided an important and needed service . . .**
>
> ***Baltimore Junior College* has developed a well structured 3-month training and work experience program for custodial and food service workers, and more recently for stationary engineers. This has been a successful program in terms of job placements following completion of training and with the continued demand of these skills, we hope to train many more with the cooperation of this sponsor.**
>
> **Clients have been trained as Homemakers through arrangements with the Department of Public Welfare who also hire those who successfully complete training. DPW also sponsors work experience for custodial workers and key punch operators.**
>
> ***The Baltimore City Department of Recreation***

> *and Parks* provides work experience for groundskeepers. Although the specific training leads to jobs that are primarily unskilled, this work experience is also used as a starting point to develop good work habits and from which trainees are selected for more advanced training.
>
> A special cooperation arrangement has been made with the telephone company which involves group orientation of selected WEP trainees for approximately ten days prior to referral to the company for job interviews. Discussion centers around the job duties, employer expectation with respect to attitudes, grooming and work habits, the nature of the interview and practice on sample tests. Since this program was initiated, 11 hires have resulted from 36 referrals. The telephone company has also made available to WEP certain training equipment, including a switchboard, teletype machine and a self-teaching unit for typing and key punch.
>
> The most recent sponsor added to our program is *Fort Holabird.* To date, work experience and training is being provided for warehousemen, stock clerks, meat cutters and clerical workers. Plans are now being made to expand work experience into the area of mess hall workers and groundskeeping. Although the latter do not lead to skilled jobs, they can lead to permanent employment at decent wages for those clients who are not able to absorb more advanced training.

CHARLESTON (TALLAHATCHIE COUNTY), MISS.

The final report of the Hillsdel title V project, contains the following account:

> A local nonprofit organization hired a retired civil engineer to supervise the trainees in the use of the heavy equipment, which involved planning and construction of a given area. The supervisor, who was accustomed to teaching and training unskilled workers, was most helpful in selecting and advising the staff as to the potential of trainees in advanced training.
>
> For example, one trainee while on this particular training site, showed interest in repairing the machinery. The supervisor recommended that the trainee be placed where he could pursue this interest. He was upgraded to a body shop repairman in a private business, where he was able to train under excellent supervision.
>
> His interest and enthusiasm became such that he did not miss a day nor was he late. On afternoons after the basic education class was over, he would go by the training site to see what had been done in his absence. Still lacking in formal education, he was able to grasp enough to do his work well and was employed by the owner of the private business where he trained.

PUEBLO (PUEBLO COUNTY), COLO.

The director of this project asked the local chamber of commerce if the Pueblo Jaycees would sponsor a seminar for men trainees. The final report of the project describes the response:

> The Pueblo Jaycees responded rapidly to the invitation of sponsoring this workshop, and telephone conversation began immediately . . . One luncheon meeting was held about 2 weeks prior to the workshop and was attended by five Jaycee members . . . The Pueblo Jaycees never lacked enthusiasm from the first contact, and they secured all speakers, as well as entertainment during the luncheon, notebooks, pencils, and matches that were given to each trainee when they attended.
>
> One of the highlights of the program was a skit "Applying For That Job" by two Jaycee members. Mr. Martin took the part of an applicant desiring the "boss' job" . . . Mr. Hobbs was the interviewer of the firm and his comments before, during, and after the skit were of value to all trainees present.
>
> Many Jaycees were present, wearing their boleros and displaying a cordial welcome to the title V trainees. No special seating arrangement during the luncheon was planned in an effort to have Jaycees, guests and trainees "feel at ease" and know the true fellowship presented by the sponsors.
>
> Bill Johnson, State Jaycee president, spoke to the group and extended an invitation to trainees to join a Jaycee chapter and partake of community action and development. The Pueblo Welfare Department was represented by our new welfare director, James Walch and two of the county commissioners, John Giguere and John Hill. The State Welfare Department was represented by Mary Ann Ivy. The State EOA–V office was represented by Bob Henson, EOA–V State Field Supervisor. Twelve guests were present in addition to sixty trainees. (All trainees attended with the exception of one.)

The Press. Few programs administered by public welfare have captured the favorable interest of the local press to the extent that title V did. The press, a reflector as well as a shaper of public opinion, found many of the human interest stories coming out of title V newsworthy. Some papers carried series explaining title V in considerable detail. Editorial comment indicated general approval of the program's goals.

The Hartford Times, of Hartford, Conn., on June 15, 1966, addressed itself to the economic benefits of title V. It is quoted here in part:

> . . . the State Welfare Department's work-training program is showing some gratifying results in the form of monetary savings.
>
> This is the program designed to ease the public financial load by putting all employable parents to work who are receiving funds under the Aid to Dependent Children.
>
> Five years ago there were between 1,800 and 2,400 jobless parents in the State receiving aid in this category.
>
> Today this total has been whittled down to 427 unemployed fathers. That is, some 2,000 families have been eliminated from the relief load at a $2 million annual saving, according to a spokesman for the State Welfare Department. . . .
>
> It has been demonstrated that savings can be made. That is important in itself but it is even more important that the program helps people to help themselves. . . .

The Plain Dealer in Cleveland, Ohio, published the following editorial, headed "Welfare Myth," on December 9, 1967:

> The harshest charge made against the welfare client is that he would rather be on a dole than be gainfully employed.
>
> Eugene F. Burns, county welfare director, dented this concept yesterday when he reported to a welfare conference in Washington results of medical examinations given "able-bodied" trainees under title V of the Economic Opportunity Act.
>
> More than 40 percent of the welfare clients referred to the program were found by doctors to be unable to hold a job. More than 50 percent of the trainees accepted were found to be in need of medical attention. Of the more than 1,000 failures in title V training, 75 percent were unsuccessful because of recurring illnesses.
>
> The extravagance of neglect of the indigent is accented by the knowledge that so many persons now on welfare could have made it on their own had concern been available in time.

A study of the project in Kent County, Mich., was the subject of several stories. Under the heading, "U.S. Auditors Praise OEO Program," the St. Paul Pioneer Press, St. Paul, Minn., carried the following story on April 9, 1969.

> Government auditors, in the first report on a congressionally ordered investigation of the war on poverty, said Tuesday that a $432,000 work training program in Michigan more than paid for itself through lower welfare costs.
>
> The General Accounting Office, which is frequently critical of the way the Office of Economic Opportunity is run, said the money for the Kent County, Mich., program was well spent and resulted in annual savings to the government of $480,000.
>
> Welfare rolls were reduced after 209 of the 464 trainees who got jobs, many of them welfare mothers with children, were able to leave the Aid to Families with Dependent Children program, the GAO said.
>
> The report was the first of a special series in a $1.1 million investigation of OEO, the federal antipoverty agency, which Congress ordered 2 years ago.

Many newspapers carried individual stories of trainees. The Salt Lake Tribune, Salt Lake City, Utah, on December 17, 1967, carried a two-column picture of Mrs. Shirley Woodward, an employed title V graduate. Under the headline "Mother of 5 Struggles to Success," the story (here excerpted) follows:

> From a poverty-stricken home with five hungry children to a full-time job at Hill Air Force Base 14 years later, Mrs. Shirley Woodward, 35, has her own success story to tell.
>
> After 14 years on the public welfare rolls in Utah, Mrs. Woodward has managed to climb above the cold bare rooms of an old house, and the sight of five youngsters ashamed to go to school because they were "being welfarized."

She's now a well-paid experienced clerk-typist and has proud, achieving children.

Her success story, while not as much publicized as the struggle of giant industry magnates, may be just as important, to her and to the thousands still on welfare rolls.

Mrs. Woodward, a Negro, said, "Even before the welfare programs began, I wanted to go to school. But, my case worker told me she believed that a woman with five young children should stay in the home."

"I decided to go anyway, even though it was extremely hard to go to school on welfare checks I received," she explained.

She attended Trade Technical School in Salt Lake for nine months, then hearing of better opportunity in Weber County—she moved there with her five children. The welfare worker assigned to her in Weber County explained the county could pay her tuition to Weber State College and take care of food, clothing and cleaning for her children. . . .

She said she was "never happy on welfare nor is anyone else." Seeing her children—Conrad, now 16; Ronald, 13; Joseph, 12; James, 10, and little Nicholas, 8—unhappy and believing that "welfare goes from one generation to another," she set her sights on having a good working experience in a job.

Determined to become self-supporting, she applied for a Work Experience and Training Program at Hill AFB, under Title V of the Economic Opportunity Act.

She was assigned to the supply branch of the base hospital for on-the-job training which counted toward Civil Service time. Following her training and passing a Civil Service exam she was placed as a clerk-typist in the appointment and separation unit of the Civilian Personnel Division under supervisor Mrs. Millie Courtney, Bountiful, in April.

At that time she became self-supporting and no longer "had as many numbers as a convict." Her goal became a reality.

She said the program at Hill AFB "enabled me to support myself and my children, to be removed from public welfare and even to pay taxes." . . .

The community interest and cooperation in title V that developed in many communities was a significant stimulus to the national determination to find better answers to the problems of poverty and unemployment. The concept of social rehabilitation was shown to have validity and a significant number of communities responded affirmatively.

III. The Implications of Title V

THE title V experience demonstrated again and again that the restoration of hope and self-confidence is the essential first step in social and economic rehabilitation. It is a complex task and cannot be achieved by procedures too rigid to permit an individual course of action stemming from the particular needs and capabilities of the individual.

To succeed, those who would undertake programs of rehabilitation for the poor must believe that there is a potential for independence among this group. Except for those too old, too young, or too physically or emotionally disabled, many, with sufficient help, can be brought to independence. For some it will be a long, tortuous process, for others the motivation lies just under the surface, waiting only for someone to believe and to show the way, and of course, for a few, no program can produce the answers.

It was learned, not surprisingly, that the interest and concern of those working directly with the trainee are the keys to success.

The evidence was overwhelming that personal and family problems and medical needs must be met before the participant can profit from training.

Title V also taught that literacy training alone pays tremendous dividends, not only for the trainee, but for his family as well.

A State letter dated May 16, 1967, sent from the Department of Health, Education, and Welfare to State welfare agencies contained the following passage about the title V program:

> . . . Parents, who because of their family circumstances could not finish their training, have nevertheless benefited from the program in terms of better family life and a renewed sense of personal worth, which they pass on to their children.

On the matter of economic cost, funds invested in making the unemployed and underemployed poor economically self-sufficient result in returns of such magnitude that the word "cost" becomes inappropriate.

The needs of people like those who participated in title V exist without appropriate or convenient relevance to the structure of public agencies, or, for that matter, private service organizations. This is why there is a need to accelerate the trend toward interagency cooperation at all levels. At the national level this means such efforts as Model Cities; the Concentrated Employment Program (Labor Department, OEO, HEW, and others); coordination of child care programs through the multiagency Federal Panel on Early Childhood, and the five-department Cooperative Area Manpower Planning System to coordinate job and skill-training programs.

The final report on the title V program in the State of Ohio included a comment as germane to this report as it was to theirs:

> It always can be, and usually is, claimed that the same program would have done far better if it were given more time and money. Any evaluation of that claim is beyond the scope of this report. As an employability program, title V was a limited, but real success. Its true value will be in the use made of title V's lessons in planning for the future.

In the varied and often revelatory experience of title V the directions and the outlines of more effective programs and institutions can be perceived. The true value of the experience can only be realized if we put it to use in attacking the debilitating social disease of poverty and its dangerous side effect—alienation.

appendices

Occupations participants were trained for

Federal funds approved for Title V projects

Title V research studies

Principal Federal officials for title V, 1964–1969

Occupations participants were trained for

Clerical and sales

- auto parts salesman
- bookkeeper
- business machine operator
- cashier/teller
- file clerk
- key-punch operator
- library assistant
- messenger/office boy
- PBX operator
- receptionist
- salesman/driver
- secretary
- stenographer
- store clerk
- used car salesman

Paramedical

- autopsy aide
- dental assistant
- dental receptionist
- dental technician
- dietary clerk
- dietician
- family food specialist
- home health aide
- hospital aide
- hospital orderly
- licensed registered nurse
- medical assistant
- medical laboratory
- medical technician
- nurse's aide
- nursing home assistant
- pharmacy aide
- radiology technician
- surgical technician
- X-ray technician

Social service

- casework aide
- child day care and nursery aide
- community and neighborhood aide
- family day care aide
- homemaker service aide
- recreation aide
- rehabilitation aide

Education

- administrative school aide
- instructor
- library aide — bookbinder aide
- nursery school aide
- police cadet trainee
- teacher aide

Law enforcement

- crosswalk guard
- deputy sheriff
- Indian reservation police aide
- parking meter wards
- police aide
- police chief aide
- police dispatcher
- policeman
- sheriff aide

Other paraprofessional and technical

- architectural assistant
- artist, photographer
- computer programmer
- draftsman, mechanical drawing
- engineer aide
- forestry technician
- industrial technician
- pesticide technician
- sewage disposal technician
- surveyor
- veterinarian assistant

Agriculture

- cattleman
- dairyman
- farm equipment operator
- farm hand
- forestry worker
- gardener
- hatchery worker
- kennelman
- landscaper
- nurseryman
- poultryman

Skilled trades

- airconditioning and refrigeration worker
- appliance repairman
- auto bodyman
- auto mechanic
- baker
- bricklayer's helper
- cabinetmaker
- carpenter's helper
- cement finisher
- construction worker
- data processor
- diesel mechanic
- electrician's helper
- electronics assembler
- foundry worker
- glazer
- machinist
- masonry man
- miner
- painter
- pipe fitter
- plasterer
- plumber's helper
- print press operator
- sheetmetal worker
- TV-radio repairman
- upholsterer
- welder

Semiskilled trades

- bus driver
- equipment oiler
- fire fighter
- highway maintenance
- production line worker
- roadside beautification worker
- sewage disposal plant worker
- slaughterhouse worker
- taxicab driver
- truck driver

Services

- barber
- beautician
- building engineer
- building maintenance worker
- butcher
- cook
- cook's helper
- cosmetologist
- counterman
- dry cleaning worker
- general maintenance
- guard-watchman
- hotel/motel maid
- janitor/porter
- laundry worker
- manicurist
- meter reader
- packager
- service station attendant
- seamstress (alterations)
- shoe repairman
- switchboard operator
- usher
- waiter

Federal Funds Approved For Title V Projects, December 1964 Through June 30, 1969, By State

location	project number	federal funds
TOTAL (FOR 344 PROJECTS)		$369,826,087 [1]
ALABAMA ($3,075) [2]		
ALASKA ($1,080,887)		
State staff	V–22	83, 151
Anchorage and villages	V–331	426, 658
Fairbanks	V–300	203, 862
Greater Juneau Borough	V–158	367, 216
ARIZONA ($2,345,266) [3]		
State staff	V–56	111, 282
Gila and Graham Counties (San Carlos Indian Reservation).	V–353	512, 514
Maricopa, Pima, and Pinal Counties (Gila River Indian Reservation).	V–133 and V–354	1, 700, 422
ARKANSAS ($14,062,950) [3]		
State staff	V–29	99, 565
Boone, Carroll, Madison, Marion, Newton, and Searcy Counties.	V–255	1, 143, 867
Clark, Garland, Hot Spring, Perry, and Saline Counties.	V–85	854, 950
Cleburne, Faulkner, White, and Woodruff Counties.	V–134	564, 486
Conway County	V–95	1, 177, 094
Franklin, Johnson, Logan, Pope, and Scott Counties.	V–123	881, 186
Independence County	V–122	541, 481
Lafayette, Hempstead Little River, and Miller Counties	V–136	2, 302, 500
Howard, Montgomery, Pike, Polk, and Sevier Counties.	V–151	2, 245, 157
Lee County	V–166	607, 762
Lincoln County	V–149	606, 080
Pulaski County, Prairie and Lonoke Counties	V–121 and V–150	1, 457, 034
St. Francis County	V–269	244, 283
Stone County	V–94	612, 351
Van Buren County	V–102	354, 812
Yell County	V–2	360, 115
CALIFORNIA ($18,947,790) [3]		
State staff	V–13	363, 732
Contra Costa County	V–14	1, 794, 949

Footnotes at end of table.

location	project number	federal funds
CALIFORNIA—Continued		
El Dorado County	V–140	$33, 578
Imperial County	V–298	34, 605
Kern County	V–144	378, 386
Kings County	V–69	174, 838
Lake County	V–138	160, 700
Los Angeles County (regular project)	V–15 and V–388	4, 892, 576
Los Angeles County (day care centers' training).	V–126	1, 298, 934
Los Angeles County (special project for adult training).	V–277	3, 091, 842
Madera County	V–20	189, 082
Marin County	V–143	43, 995
Riverside County	V–117	520, 202
Sacramento County	V–141	621, 216
San Bernardino County	V–146	695, 771
San Diego County	V–124	527, 059
San Francisco County No. 1 (Women)	V–18	578, 780
San Francisco County No. 2 (Men)	V–381	522, 430
San Joaquin County	V–148	305, 097
San Luis Obispo County	V–78	428, 621
San Mateo County	V–145	68, 804
Santa Clara County	V–19	1, 747, 370
Shasta County	V–17	238, 035
Tehama County	V–125	41, 567
Ventura County	V–16	159, 345
Yolo County	V–380	28, 168
COLORADO ($9,474,619)[3]		
State staff	V–65	157, 838
Adams County	V–226	418, 719
Arapahoe County	V–256	509, 226
Baca, Cheyenne, Kiowa, and Prowers Counties	V–103	248, 425
Bent and Crowley Counties	V–110	249, 977
Conejos and Costilla Counties	V–251	389, 058
Denver County	V–156	1, 735, 073
Dolores and Montezuma Counties	V–262	98, 321
El Paso and Teller Counties	V–261	723, 960
Fremont County	V–154	372, 244
Huerfano County	V–155	408, 617
Jefferson County	V–257	413, 863
Grand, Moffat, and Routt Counties	V–260	91, 534
Larimer County	V–245	410, 547
Las Animas County	V–66	852, 632
Morgan County	V–220	337, 527
Otero County	V–111	541, 787
Pueblo County	V–157	759, 550

location	project number	federal funds
COLORADO—Continued		
Weld County	V–240	$547, 974
Yuma County	V–239	207, 747
CONNECTICUT ($5,070,009)[3]		
8 Districts: Bridgeport, Hartford, Middletown, New Haven, Norwich, Stamford, Torrington and Waterbury.	V–42	5, 065, 037
DELAWARE ($500,572)[3]		
State staff	V–54	48, 215
Kent, New Castle, and Sussex Counties	V–241	452, 357
DISTRICT OF COLUMBIA ($10,832,922)	V–43	10, 832, 922
FLORIDA ($8,307,133)[3]		
State staff	V–71	109, 907
Broward, Dade, and Pinellas Counties (administrative project).	V–135	23, 600
Broward County	V–343	1, 745, 189
Dade County	V–253	2, 190, 832
Hillsborough County	V–190	2, 361, 715
Pinellas County	V–285	1, 865, 750
GEORGIA ($4,157,329)[3]		
State staff	V–59	105, 467
Ben Hill County	V–345	75, 071
Bibb County	V–179	8, 100
Chatham County	V–180 and V–291	416, 633
Colquitt County	V-178 and V–267	325, 424
Fulton County	V–1	1, 933, 991
Muscogee County	V–182 and V–287	618, 867
Richmond County	V–177 and V–258	647, 146
GUAM ($113,811)		
State staff	V–366	5, 297
Territorywide	V–378	108, 514
HAWAII ($271,869)[3]		
State staff	V–61	61, 231
City of Honolulu	V–153	147, 748
Kauai, Maui, and Hawaii Counties	V–338	60, 519
IDAHO ($2,711,363)[3]		
State staff	V–77	83, 122
Ada and Canyon Counties	V–224	916, 439
Bannock and Kootenai Counties	V–234	677, 200
Bonneville and Twin Falls Counties	V–235	655, 779
Nez Perce County	V–355	368, 823

location	project number	federal funds
ILLINOIS ($2,934,207)[3]		
Cook County No. 1 (regular project)	V–76	$2, 468, 998
Cook County No. 2 (Deserted Fathers)	V–213	461, 900
INDIANA ($3,247,188)		
State staff	V–58	28, 900
3 Districts [4]	V–67	1, 172, 766
Lake County	V–68	2, 045, 522
IOWA ($5,290,620)[3]		
State staff	V–36	107, 435
Appanoose, Lucas, Mahaska, Marion Monroe, Warren, and Wayne Counties.	V–336	177, 447
Black Hawk County	V–242	528, 837
Boone, Dallas, and Madison Counties	V–283	337, 630
Buena Vista, Clay, and Dickinson Counties	V–289	138, 377
Calhoun, Hamilton, Humboldt, Webster, and Wright Counties.	V–231	491, 203
Cedar, Johnson, and Muscatine Counties	V–334	285, 468
Davis, Keokuk, Jefferson, Van Buren, and Wapello Counties.	V–333	299, 685
Grundy, Hardin, Jasper, and Marshall Counties	V–313	117, 061
Jasper and Polk Counties	V–152	1, 349, 897
Linn County	V–293	323, 020
Marshall, Poweshiek, and Tama Counties	V–335	127, 280
Pottawattamie County	V–273	311, 551
Scott County	V–187	693, 641
KANSAS ($622,375)[3]		
State staff	V–299	22, 885
Atchison and Leavenworth Counties	V–384	222, 313
Cherokee, Crawford, Labette, Montgomery, and Neosho Counties.	V–383	218, 295
Harvey and Reno Counties	V–361	157, 382
KENTUCKY ($47,213,726)[3]		
Bell, Breathitt, Floyd, Harlan, Knott, Leslie, Letcher, Perry, Pike, Clay, Elliott, Jackson, Knox, Magoffin, Martin, Menifee, Morgan, Owsley, and Wolfe Counties.	V–6 and V–88	47, 040, 950
Labor Mobility Project for above counties	V–356	115, 545
LOUISIANA ($6,573,617)[3]		
State staff	V–7	110, 715
Acadia, Jefferson, Davis, and Vermillion Parishes.	V–9	1, 112, 014
Caddo and Bossier Parishes	V–10	1, 047, 136
Eden Park and East Baton Rouge Parish	V–49	668, 461

location	project number	federal funds
LOUISIANA—Continued		
Evangeline Parish	V–130	$1, 334, 146
Orleans Parish	V–159	1, 440, 893
St. Martin Parish	V–294	358, 918
Vernon Parish	V–302	470, 758
MAINE ($3,065,389)[3]		
Hancock, Kennebec, Knox, Penobscot, Piscataquis, Waldo, and Washington Counties.	V–31	3, 059, 985
MARYLAND ($2,882,749)		
State staff	V–45	54, 065
Allegany County	V–170	176, 192
City of Baltimore	V–171	2, 610, 488
Garrett County	V–48	42, 004
MASSACHUSETTS ($14,985,415)[3]		
State administrative staff	V–25	198, 493
City of Boston	V–132	3, 783, 652
City of Brockton	V–162	1, 064, 058
City of Cambridge	V–128	977, 015
City of Fall River	V–222	329, 507
City of Gloucester	V–214	210, 444
City of Haverhill	V–192	536, 241
City of Holyoke	V–217	477, 247
City of Lawrence	V–271	218, 400
City of Lowell	V–223	309, 864
City of Lynn	V–116	1, 254, 582
City of Malden	V–198	489, 934
City of New Bedford	V–91	680, 623
City of Northampton	V–191	247, 156
City of Quincy	V–129	896, 380
City of Revere	V–90	912, 900
City of Springfield	V–112	895, 328
City of Taunton	V–212	228, 426
City of Worcester	V–203	1, 243, 165
MICHIGAN ($11,175,361)		
State administrative staff	V–52	126, 018
Kent County	V–173	600, 562
Muskegon County	V–97	848, 545
Oakland County	V–92	450, 394
Upper Peninsula: Alger, Baraga, Chippewa, Delta, Dickinson, Gogebic, Houghton, Iron, Keweenaw, Luce, Mackinac, Marquette, Menominee, Ontonagon, and Schoolcraft Counties.	V–250	2, 186, 852
Wayne County	V–5	6, 962, 990

location	project number	federal funds
MINNESOTA ($14,990,407)[3]		
State administrative staff	V–33	$64, 208
Becker and Mahnomen Counties	V–292	895, 616
Beltrami and Cass Counties	V–280	1, 020, 276
Hennepin County	V–215 and V–281	2, 203, 978
Itasca and Koochiching Counties	V–337	445, 632
Lake and Cook Counties	V–305	218, 728
Otter Tail and Wadena Counties	V–352	451, 602
Ramsey County	V–30	7, 678, 927
St. Louis County	V–184	1, 703, 891
Todd County	V–284	297, 949
MISSISSIPPI ($14,894,133)[3]		
State administrative staff	V–172	249, 745
Alcorn, Prentiss, Tippah, and Tishomingo Counties.	V–286	2, 018, 538
Attala and Madison Counties	V–389	156, 948
Coahoma County	V–326	525, 685
Covington County	V–322	541, 512
Forrest and Jones Counties	V–304	817, 885
George, Greene, Perry, and Wayne Counties	V–314	961, 588
Grenada, Panola, Quitman, Tallahatchie, and Tunica Counties.	V–290	2, 020, 901
Hinds County	V–295	1, 238, 552
Holmes County	V–297	783, 809
Lafayette County	V–323	550, 628
Lamar and Marion Counties	V–341	802, 944
Lawrence, Walthall, and Warren Counties	V–327	458, 712
Lee, Monroe, and Pontotoc Counties	V–199	1, 771, 663
Lincoln County	V–324	564, 659
Newton County	V–325	493, 407
Sunflower County	V–296	910, 656
MISSOURI ($9,194,742)[3]		
State administrative staff	V–106	76, 963
Audrain, Callaway, Boone, and Montgomery Counties.	V–362	233, 323
Carroll, LaFayette, Saline, and Chariton Counties.	V–365	172, 834
Jackson County	V–176	3, 522, 928
St. Louis County	V–96	5, 186, 942
MONTANA ($1,102,211)[3]		
State administrative staff	V–246	55, 495
Blaine and Hill Counties	V–332	296, 648
Cascade County	V–340	297, 052
Silver Bow County	V–360	187, 794
Yellowstone County	V–275	262, 522

location	project number	federal funds
NEBRASKA ($3,227,647)[3]		
Douglas County	V–243	$2,668,873
Lancaster County	V–368	547,887
NEVADA ($5,544,417)[3]		
State administrative staff	V-87	127,987
Clark County	V–196	3,185,236
Humboldt County (Fort McDermitt Indian Reservation).	V–47	717,246
Washoe County	V–118	1,482,514
NEW HAMPSHIRE ($680,635)[3]		
State administrative staff	V–183	20,200
Rockingham and Strafford Counties	V–315	655,995
NEW JERSEY ($11,027,576)[3]		
State administrative staff	V–46	130,892
Bergen County	V–309	302,395
Camden and Passaic Counties (special adult basic education project).	V–195	1,464,898
City of Newark	V–98	6,015,977
City of Trenton	V–62	1,191,891
Mercer County	V–390	258,897
Monmouth County	V–194 and V–282	705,692
Passaic County	V–363	622,031
Union County	V–225 and V–357	326,543
NEW MEXICO ($6,155,475)[3]		
State administrative staff	V–11	95,747
Bernalillo County	V–160	2,617,766
Catron, Grant, Hidalgo, and Luna Counties	V–161	168,929
Chaves, Eddy, and Lea Counties	V–167	473,096
Rio Arriba, San Miguel, Santa Fe, and Taos Counties.	V–64	1,488,855
Sandoval County	V–377.A	580,505
San Juan and McKinley Counties	V–216	225,700
Socorro, Torrance and Valencia Counties	V–207	486,714
NEW YORK ($12,158,608)[3]		
State administrative staff	V–79	130,671
Erie County	V–208	902,001
Nassau County	V–188	383,840
Nassau, Oneida, and Onondaga Counties (special adult basic education project).	V–229	393,800
New York City (Men)	V–81	6,725,478
New York City (Women)	V–80	551,817
Niagara County	V–23	643,420
Oneida County	V–99	681,324
Onondaga County	V–109	598,291

location	project number	federal funds
NEW YORK—Continued		
St. Lawrence County	V–105	$356,900
Suffolk County	V–189 and V–266	394,034
Warren County	V–120	5,800
Westchester County	V–82	317,432
Westchester County (County Home)	V–83	52,800
NORTH CAROLINA ($2,256,121)[3]		
State administrative staff	V–165	48,274
Camden, Chowan, Corrituck, Dare, Gates, Hyde, Pasquotank, Persquimans, Tyrrell, and Washington Counties	V–193	11,300
Craven County	V–3	854,288
Orange County	V–310	309,112
Forsyth County	V–317	1,024,501
NORTH DAKOTA ($2,236,161)[3]		
State administrative staff	V–73	33,683
Rolette County (Turtle Mountain Indian Reservation).	V–84	2,192,406
OHIO ($14,810,806)		
State administrative staff	V–32	176,438
Ashland and Richland Counties	V–202	455,294
Belmont County	V–232	405,717
Butler County	V–26	599,506
Clermont County	V–174	280,135
Cuyahoga County	V–28	8,116,372
Franklin County	V–236	854,280
Hamilton County	V–303	574,407
Jefferson County	V–369	225,268
Lawrence County	V–55	436,271
Lorain County	V–27	380,593
Lucas County	V–211 and V–272	926,957
Mahoning County	V–278	581,583
Montgomery County	V–348	797,985
OKLAHOMA ($5,545,306)[3]		
State administrative staff	V–50	137,743
Adair, Cherokee, Delaware, and Sequoyah Counties (Cherokee Indian Tribe).	V–185	1,271,837
Alfalfa, Creek, Garfield, Garvin, Mayes, Murray, Muskogee, Ofkuskee, Osage, Pottawatamie, and Tulsa Counties.	V–107	1,171,043
Caddo, Kiowa, and Washita Counties	V–312	253,784
Choctaw, McCurtain, and Pushmataha Counties.	V–244	787,962
Latimer, Le Flore, and Haskell Counties	V–228	674,491

location	project number	federal funds
OKLAHOMA—Continued		
McIntosh, Muscogee, Okmulgee, and Wagoner Counties.	V–370	$285, 300
Oklahoma County	V–93	566, 346
Tulsa County	V–274	360, 263
OREGON ($4,310,396)[3]		
State administrative staff	V–89	115, 766
Baker, Clackamas, Clatsop, Columbia, Coos, Deschutes, Douglas, Hood River, Jackson, Josephine, Klamath, Lane, Linn, Malhuer, Marion, Polk, Umatilla, Union, Wasco, Wallowa, Washington, and Yamhill Counties.	V–238	2, 936, 059
Multnomah County	V–24	1, 155, 716
PENNSYLVANIA ($7,390,656)		
State administrative staff	V–37	96, 697
Allegheny County	V–4	739, 435
Berks County	V–169	91, 700
Bucks County	V–204	45, 100
Chester County	V–209	37, 800
Dauphin County	V–119	157, 500
Delaware County	V–74	556, 153
Erie County	V–206	185, 405
Fayette County	V–168	396, 587
Greene and Washington Counties	V–210	396, 359
Indiana County	V–197	222, 351
Lackawanna County	V–101	239, 761
Luzerne County	V–115	271, 173
Montgomery County	V–205	201, 000
Philadelphia County	V–70	3, 359, 236
Schuylkill County	V–201	142, 799
Westmoreland County	V–137	251, 600
PUERTO RICO ($22,357,565)[3]		
Commonwealthwide	V–21	22, 352, 971
RHODE ISLAND ($2,373,448)[3]		
Statewide	V–8	2, 370, 448
SOUTH CAROLINA ($1,374,194)[3]		
State administrative staff	V–279	41, 902
Darlington and Florence Counties	V–307	511, 787
Horry County	V–308	398, 564
Spartanburg and Greenville Counties	V–306	416, 581
SOUTH DAKOTA ($2,330,750)[3]		
State administrative staff	V–276	52, 643
Charles Mix County	V–329	105, 074

location	project number	federal funds
SOUTH DAKOTA—Continued		
Dewey and Ziebach Counties (Cheyenne River Indian Reservation).	V–318	$590, 448
Gregory, Mellette, Todd, and Tripp Counties (Rosebud Indian Reservation).	V–311	967, 690
Pennington County	V–316	606, 680
TENNESSEE ($4,770,133)		
State administrative staff	V–75	91, 427
Bedford, Coffee, Franklin, Giles, Grundy, Lawrence, Lincoln, Marshall, and Moore Counties.	V–301	369, 616
Bledsoe, Cocke, Fayette, Grainger, Hamilton, Haywood, Jefferson, Knox, Marion, Sevier, Shelby, and Sequatchie Counties.	V–60	2, 038, 644
Campbell, Claiborne, Hancock, Scott, and Union Counties.	V–227	901, 705
Crockett, Dyer, Gibson, Hardemon, Madison, and Obion Counties.	V–186	847, 672
Davidson, Robertson, Rutherford, Sumner, and Wilson Counties.	V–247	521, 069
TEXAS ($4,157,953)[3]		
State administrative staff	V–72	99, 726
Bee, Jim Wells, and San Patricio Counties	V–371	404, 900
Cameron County	V–339	459, 912
Kleberg and Nueces Counties	V–164 and V–288	781, 228
Taylor County	V–358	382, 367
Travis County	V–163	761, 324
Webb County	V–330	1, 244, 512
UTAH ($1,740,346)[3]		
State administrative staff	V–44	90, 718
Carbon, Duchesne, Wasatch, San Juan, Summit, Tooele, and Uintah Counties.	V–268	593, 934
Davis, Salt Lake, Utah, and Weber Counties	V–100	1, 054, 501
VERMONT ($965,226)[3]		
State administrative staff	V–127	48, 548
Burlington District	V–254	915, 488
VIRGINIA ($2,446,285)[3]		
State administrative staff	V–319	25, 638
Buchanan and Tazewell Counties	V–321	900, 707
Dickenson County	V–364	228, 598
Lee County	V–320	956, 657
Russell County	V–359	332, 091
VIRGIN ISLANDS ($241,142)		
Territorialwide	V–12	241, 142

location	project number	federal funds
WASHINGTON ($2,331,645)		
State administrative staff	V–38	$30, 500
Benton, Clark, Columbia, Franklin, Grant, Grays, Harbor, King, Pierce, San Juan, Snohomish, Spokane, Thurston, Walla Walla, Whatcom, and Yakima Counties.	V–57	2, 301, 145
WEST VIRGINIA ($23,751,200)[3]		
Statewide	V–35	23, 748, 400
WISCONSIN ($5,576,283)		
State administrative staff	V–39.A–B	124, 056
Adams, Ashland, Barron, Bayfield, Brown, Burnett, Chippewa, Douglas, Eau Claire, Florence, Forest, Iron, Jackson, Juneau, Lacrosse, Langlade, Lincoln, Marinette, Menominee, Marathon, Oconto, Oneida, Outagamie, Polk, Price, Rusk, and Taylor Counties.	V–230	1, 862, 181
Milwaukee County	V–41	2, 963, 546
Racine County	V–221	626, 500
WYOMING ($4,310,795)[3]		
State administrative staff	V–53	57, 113
Big Horn, Campbell, Carbon, Converse, Fremont, Goshen, Hot Springs, Johnson, Laramie, Natrona, Niobrara, Park, Platte, Sheridan, Sweetwater, and Washakie Counties.	V–104	4, 250, 218

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[1] Total Federal funds is $296,057 less than the $370,122,144 total of the State amounts in the first column. The $296,057 were funds returned to the Department of Health, Education, and Welfare by the Department of Labor and these funds are not identified by individual projects.

[2] Granted for planning purposes.

[3] Includes some State employment service input for employment counseling and other manpower services financed by title V under 1966 Economic Opportunity Amendments.

[4] Counties: Adams, Allen, Blackford, Crown, Clay, Crawford, Daviess, Delaware, Dubois, Fayette, Gibson, Grant, Greene, Hamilton, Hancock, Henry, Howard, Huntington, Jay, Johnson, Knox, Lawrence, Madison, Marion, Martin, Miami, Monroe, Morgan, Orange, Owen, Perry, Pike, Posey, Randolph, Rush, Saint Joseph, Shelby, Spencer, Sullivan, Tipton, Union, Vanderburg, Vigo, Wabash, Warrick, Wayne, Wells, Whitely.

Title V research studies

A number of research studies to evaluate the effectiveness of various title V projects and to analyze cost-benefit ratios have been made.

Among those completed are:

1. *Cost-benefit evaluation of the Bernalillo County (Albuquerque), N. Mex., work experience project.*[1]

This study had two principal objectives: (1) to conduct a comprehensive cost-benefit analysis of a local title V project; and (2) to use this experience to develop a model for estimating nationwide ratios and a methodology for such analysis of the spectrum of programs for disadvantaged populations.

The major findings were (1) that the title V program as it operated in Albuquerque would pay for itself in less than 5 years in a slack labor market area and even sooner in a tight labor market area; (2) participation in title V resulted in measured improvement in the trainee's self-esteem, family functioning, and motivation or readiness for employment; and (3) training directed toward specific manpower shortages in the locale resulted in the greatest economic benefits.

2. *Report on a national AFDC study.*[2]

This was a report on a study made in eight different locations throughout the country, comparing groups of AFDC mothers who were not in a title V program with those who were.

It was found that title V trainees had higher average monthly incomes than the comparison group—$14 higher. Persons who benefitted most from the training in terms of employment, as might be expected, tended to be those who were better able to discharge their family responsibilities, had good health, had some work experience prior to their entry into the training program, completed the title V assignment, had more education, and whose prior employment had been at higher level jobs.

In addition, the study found that title V trainees themselves perceived more improvement in their family situation than did the comparison group. They attributed this largely to their improved employment status. The training also resulted in noticeably improved self-esteem and to a lessening of the sense of alienation in trainees whether or not the training resulted in changes in their work or welfare history.

3. *The work experience and training program in eastern Kentucky: Its potentials and limitations.*[3]

This study was undertaken to ascertain the impact of a work experience and training program in Appalachia and the kinds of programs that are appropriate in this economically depressed area.

It was found that during a period of 32 months, about 65 percent of the participants who were in projects at the beginning of the period left the projects. Of these, about 45 percent left to take jobs or to go into advanced vocational training in other programs. There appeared to be little relationship between length of time in the program and subsequent employment. Most of the 11 percent of those who went on to other vocational programs tended to be better educated and were capable of participation in high school equivalency training.

For those who eventually found jobs, the program served as an extended unemployment benefit program in the interim. It served also as a preparatory and referral mechanism for those who entered more advanced training.

For the others, it provided a source of necessary income to their families without maintaining the heads of households in forced idleness. The work these men did was not competitive with industry nor did it displace members of the labor force. The region was made more habitable by their labor—roads were repaired, small bridges were built, and many schools and dilapidated homes of needy persons were restored.

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[1] Paul T. Therkildsen and staff. Department of Economics, University of New Mexico, Albuquerque, 1969. Unpublished.

[2] Leonard Goodman and staff. Bureau of Social Science Research, Washington, D.C., 1969. Unpublished.

[3] Mohammed Ali Akbar Ph. D. thesis, Brandeis University, Waltham, Mass., 1968. Unpublished.

The findings of this study suggest that a government works program, even if it provides only a sort of sheltered outdoor workshop, makes good sense in rural areas with depressed labor markets, particularly for poorly educated, older men who are not good candidates for relocation.

4. *Review of training program in day care centers.*[4]

Among studies not yet completed is a review of the effectiveness of a title V program training AFDC mothers as teacher's aides in child day care centers in Los Angeles. It is designed to determine the relationship of the training program to gaining employment in the child care field and to improved individual and family functioning. It seeks also to determine whether the program substantially assists trainees in gaining their stated goals and to analyze the cost-benefit ratio of the program.

A preliminary report [5] of this study indicates that even in a good labor market area with a carefully selected group of AFDC mothers there can be impediments to employment. Although the mothers who completed training were considered qualified by any practical standards, most could not obtain jobs as teacher's aides in child care centers largely because of State licensing requirements. As a result, the majority of mothers who completed title V training enrolled in further education to qualify as certified nursery school teachers.

5. *Evaluation of adult basic education systems.*

An evaluation of selected basic education systems based upon the experience of 1,600 functionally illiterate title V trainees was completed in the summer of 1966. Conducted in two phases, the first was an evaluation of four different reading systems and three types of teachers of varied experience.[6] The second,[7] begun 6 months after the termination of classes for the subject group, was made to determine the degree of retention of basic education skills.

Among the report's findings: (1) None of the testing devices used were appropriate for adults. (2) None of the learning systems were adequate and there were few appropriate reading materials. (3) Public welfare agencies must find ways to protect the small investment made in adult basic education classes by continued followup procedures, making sure that students in such classes do not "get lost" and are helped to continue at least to the high school equivalency level. (4) There is a need for public welfare's collaboration in education programs for recipients.

The findings of this study stimulated at least one major publishing company to improve their adult basic education textbooks and other adult materials.

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[4] Dorothy D. Corey Research Agency, Los Angeles, Calif. Completed September 1969.

[5] Catherine S. Chilman, Office of Research, Demonstration and Training, Social and Rehabilitation Service, DHEW. Unpublished.

[6] Field Test and Evaluation of Selected Adult Basic Education Systems. Greenleigh Associates, New York City, September 1966.

[7] Participants in the Field Test of Four Adult Basic Education Systems: A Follow-up Study. Greenleigh Associates, New York City, January 1968.

Principal Federal officials for Title V, 1964–69

	tenure of office	
	from	to
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE:		
Secretary:		
Robert H. Finch	January 1969	Present.
Wilbur J. Cohen	March 1968	January 1969.
John W. Gardner	August 1965	March 1968.
Anthony J. Celebrezze	July 1962	August 1965.
Social and Rehabilitation Service: [1]		
Administrator:		
Mary E. Switzer	August 1967	February 1970
Title V Director:		
Andrew R. N. Truelson [2]	August 1967	Present.
Welfare Administration:		
Commissioner:		
Joseph H. Meyers (Acting)	March 1967	August 1967.
Dr. Ellen Winston	February 1963	March 1967.
Title V Director:		
Andrew R. N. Truelson	October 1964	August 1967.
OFFICE OF ECONOMIC OPPORTUNITY		
Director:		
Donald Rumsfeld	May 1969	Present.
Bertrand M. Harding (Acting)	March 1968	May 1969.
R. Sargent Shriver	October 1964	March 1968.

[1] Effective Aug. 15, 1967, the newly established Social and Rehabilitation Service assumed the functions of the Welfare Administration which previously had responsibility for the title V program.

[2] Appointed Acting Associate Commissioner of the Community Services Administration established September 1969 within the Social and Rehabilitation Service, DHEW.

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HEALTH, EDUCATION, AND WELFARE
SOCIAL and REHABILITATION SERVICE
Community Services Administration

1970